

US



*participation in the*



UN

REPORT BY  
THE PRESIDENT  
TO THE CONGRESS  
FOR THE YEAR  
1954



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THE PRESIDENT  
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# LETTERS OF TRANSMITTAL

## *The President to the Congress*

### *To the Congress of the United States:*

I transmit herewith, pursuant to the United Nations Participation Act, the ninth annual report on United States participation in the United Nations, covering the year 1954.

In a decade of trying years, the United Nations has developed from a blueprint for peace into a living, functioning organization. It was fitting that an impressive commemoration of the signing of the United Nations Charter ten years ago should have recently taken place in San Francisco to focus attention on the accomplishments and principles of the United Nations.

I was privileged to bring to this gathering a special message from the Congress expressing, on behalf of the people of the United States, our deep desire for peace and our hope that all nations will join with us in a renewed effort for peace.

Out of the United Nations' many actions in 1954, the following are of special interest to the United States, for they worked to the benefit of American foreign policy.

### *1. Atomic Energy for Peace:*

The atom has unlocked untold opportunities in the world of peaceful progress. I know of no better way to improve the lot of mankind and raise its hopes than by pushing ahead vigorously in the development of the atom for the purpose of peace. That is why I went before the General Assembly in 1953 to ask that all nations apply their ingenuity and resourcefulness in a program of international cooperation in this field.

The faith of the American people in the world's readiness for this challenge has not been disappointed. The progress in a short space of time has been dramatic.

I authorized Ambassador Henry Cabot Lodge, Jr., to announce to the General Assembly in the fall of 1954 the intention of the United States to make available 100 kg. of fissionable material to assist nations in their own programs.

On December 4, 1954, the General Assembly adopted a resolution entitled "International Cooperation in Developing the Peaceful Uses of Atomic Energy." This was done with historic unanimity, after the rejection of Soviet amendments, 60 to 0.

By this resolution the Assembly endorsed the establishment of an International Atomic Energy Agency to organize the pooling of atomic knowledge and materials for peaceful ends, and decreed the holding of an international technical conference under United Nations auspices to explore the promise of the atom and develop methods for its practical use. That conference—which may well be the broadest exchange of scientific and technical information in history—is to begin August 8 in Geneva.

United Nations' action in this field made the atoms-for-peace project into an instrument for constructive international progress. It reminded people the world over that the United States is their partner in their search for peace and plenty. It renewed also the hope for real participation by the Soviet Union—a hope which was central to the original proposal. We will welcome the participation of all interested nations in these activities. But we will not slow the wheels of progress if some do not choose to join with us.

### *2. Prisoners in Communist China:*

Of all the important matters before the United Nations in 1954, none so strongly engaged the emotions of the American people as the case of the fighting men detained by the Chinese Communists. A historic 47-5 vote by the General Assembly condemned their detention and directed Secretary-General Hammarskjold to leave no stone unturned to seek their release.

The limited success reached thus far proves: the potency of the United Nations in focusing world opinion; the diplomatic skill and irrepressible perseverance of Mr. Hammarskjold in a most difficult task; the steady helpfulness of friendly nations whom divisive propaganda could not frighten away from us; and, by no means least important, the patience and wise self-restraint of our own people. May these qualities serve to convince Communist China that it should end the wrongful detention of all surviving United Nations prisoners, whatever their nationality. The prolonged anguish of these men and their nearest kin arouses the sympathies of the civilized world.

### *3. Guatemala:*

The conflict in Guatemala was closer to our homeland than any other which the Security Council has ever faced. In June 1954 Guatemalan patriots began an armed revolt to eject a government whose Communist sponsorship was becoming ever more obvious and to restore a free government.

Immediately the pro-Communist government invoked its right to be heard by the United Nations Security Council. The Council met forthwith. The Guatemalan representative demanded, with conspicuous Soviet backing, that the United Nations intervene to stop the revolt.

The United States Representative, Henry Cabot Lodge, Jr., insisted that the Soviet Union "stay out of this Hemisphere"—a restatement of the Monroe Doctrine in contemporary terms. Further, he urged the Council to let the proper regional body—the Organization of American States—deal with the situation in Guatemala and neighboring countries. He pointed out that if the United Nations were to intervene in local disputes over the heads of responsible regional organizations, the entire system of regional security sanctioned by the United Nations Charter would be in jeopardy.

Today Guatemala is again securely restored to the community of free nations. A challenge by world communism within our hemisphere has been met and overcome.

#### 4. *Disarmament and Security:*

Neither lasting peace nor the real reduction of international tensions can be realized until progress in disarmament becomes a fact. As nuclear capabilities have increased to staggering proportions, disarmament has become, literally, a problem of survival for all mankind.

In 1954, a subcommittee of Canada, France, the United Kingdom, the United States, and the Soviet Union held its first round of private discussions. In five weeks of meetings newly detailed proposals were laid before the Soviet representative, but with no result.

But, in the General Assembly in September, the Soviets gave the appearance of reversing their adamant position and stated their acceptance of at least some principles of a sound program. We are carefully weighing this Soviet step, and the subsequent Soviet proposal in May 1955, in the broad restudy of United States disarmament policy which is now in progress.

By this continuing exploration in the disarmament field, as well as by recommendations for strengthening collective action against any future aggression, and by watchful influence over the dangerous areas of the world, the United Nations in 1954 continued to serve the cause of peace.

#### 5. *Economic and Social Actions:*

The spectacular potentialities of the atom for peaceful purposes must not be allowed to overshadow the slow but sound progress of the United Nations in the economic and social field.

The most far-reaching new step in 1954 was the approval by the General Assembly of the establishment of an International Finance

Corporation to stimulate the setting up and expansion of productive private enterprises in underdeveloped countries. The Corporation will be set up as an affiliate of the International Bank for Reconstruction and Development and will provide capital in private enterprises without requirement of government guarantees.

The work of the United Nations on behalf of refugees also received new impetus in a General Assembly decision authorizing the United Nations High Commissioner for Refugees to raise funds and undertake a four-year program designed to achieve permanent solutions for certain refugees in Europe, most of them still unsettled since World War II, who are not eligible for other aid programs. The United States strongly supported this decisive step to solve a distressing human problem.

We were able, in 1954, through the power of the United Nations in shaping world opinion, to further expose the repressive system of forced labor in Communist countries. The outstanding report of the United Nations Ad Hoc Committee on Forced Labor was officially considered for the first time by the Economic and Social Council, which subsequently condemned the use of forced labor for political and economic purposes. The United States Representative, Mrs. Oswald B. Lord, was also able to expose before the General Assembly newly discovered facts and recent regulations which demonstrated that the system of forced labor had been extended with Soviet help to Communist China.

Other economic and social programs of the United Nations and the Specialized Agencies—including technical assistance, Korean reconstruction, aid to Palestine refugees, the Children's Fund, food and agricultural assistance, labor, health, and education—continued to help in making the United Nations known to millions of people around the globe as a living, constructive force. The United Nations Specialized Agencies, specifically the International Labor Organization and the United Nations Educational, Scientific and Cultural Organization, received the tribute of sudden participation by the U. S. S. R.

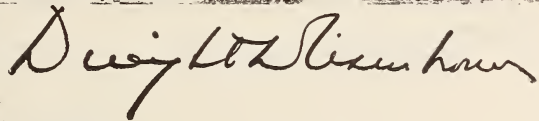
Whatever the reason for its changed attitude, we welcome it as further proof of the importance and world reputation of the Specialized Agencies; and also as an extension of points at which the Soviet rulers may—if they wish—broaden fruitful cooperation with the rest of the world. This development challenges the United States to maintain its watchfulness and constructive activity in all these fields in which the Soviet Union has at length shown an interest.

The United States representatives have actively used the United Nations' forum to expound our ideas and ideals and reveal the fallacies of communism.

All these things have happened after reduction in the previous year of our American share of United Nations costs and while we worked out a program in which all Americans holding important office at the United Nations were screened in accordance with FBI procedures.

These are highlights from one year's activity in the United Nations' search for peace among nations. That year is chronicled in more detail in the attached report.

The vitality of the United Nations and American support for the United Nations were never more needed than now. We are in a period of great flux in international affairs. There are signs that the world may be entering a new phase in international relationships. For the first time since the United Nations Charter came into force, the Heads of the Governments of the United States, the United Kingdom, France, and the U. S. S. R. will be meeting. They will, I hope, be able to identify the outstanding divisive issues and develop methods to try to solve them. I for one will enter these discussions with a full awareness of the opportunities offered by the United Nations to contribute to the peace of the world. If these meetings reach useful areas of agreement in the handling of international problems, then they will open new vistas looking toward further agreement. This can only mean that the United Nations will have new and wider opportunities to build upon the foundations thus laid.

A handwritten signature in dark ink, reading "Dwight D. Eisenhower". The signature is written in a cursive, flowing style with a large initial 'D'.

THE WHITE HOUSE

*July 15, 1955*

## *The Secretary of State to the President*

DEPARTMENT OF STATE

*Washington, July 7, 1955*

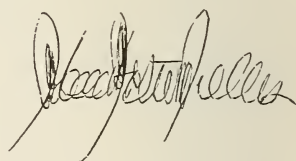
THE PRESIDENT:

The United Nations Participation Act (Public Law 264, 79th Congress) requires that the President transmit annually to the Congress a report on the participation of the United States in the activities of the United Nations. The Department of State has prepared this report for the calendar year 1954. The report is a comprehensive survey of all aspects of our Government's participation in the work of the United Nations and the various Specialized Agencies.

In this tenth anniversary year of the founding of the United Nations, I believe we can take genuine pride in making public at this time the full record of our constructive contribution to the work of the United Nations in the year just past.

I recommend that you approve the report for transmission to the Congress.

Respectfully submitted,

A handwritten signature in dark ink, appearing to read "Dean Rusk", is written in a cursive style.

THE PRESIDENT,  
*The White House.*

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# *Review of the Ninth Year of the United Nations*

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The General Assembly in 1954 unanimously endorsed U.S. plans for carrying out, in cooperation with other nations, President Eisenhower's "atoms for peace" proposals. At the same time it provided for U.N. participation in the implementation of these plans. This action reflected the enormous interest throughout the world in the potentialities for good in the peaceful use of atomic energy as well as the widespread concern aroused by the development of atomic and nuclear weapons. While the U.S.S.R. had rebuffed previous U.S. efforts to obtain its cooperation in carrying forward the President's proposal, it apparently felt constrained not to oppose, openly at least, the overwhelming consensus of the Assembly.

The implications for the future in the explosion of the first hydrogen bomb early in 1954 gave a new impetus to the continuing effort being made within the United Nations to reach agreement on a comprehensive and balanced disarmament program. Six months later a further impetus was given to this effort by an apparent shift at the ninth General Assembly in the Soviet position on disarmament. This shift offered some hope of progress, though it may yet prove illusory. Both of these developments were reflected in the adoption by the Assembly, voting unanimously on this subject for the first time since 1946, of a resolution asking that the subcommittee of the five powers principally concerned, which had met in London in the spring of 1954, resume its private disarmament discussions.

The necessity of arrangements for collective action to meet Communist aggression, including the menace of subversion, was underscored once again in the summer of 1954 by the Communist advance in Indochina reflected in the Geneva accords. In September Australia, France, New Zealand, Pakistan, the Philippines, Thailand, the United Kingdom, and the United States concluded the Southeast Asian Collective Defense Treaty. In October, first the London and then the Paris accords were signed, looking toward the incorporation of the Federal Republic of Germany in a West European union and in NATO. In December the United States and the Republic of China concluded a Mutual Defense Treaty. These arrangements for the collective defense of the free world were all made within the framework of the United Nations.

The Communist threat to the Western Hemisphere represented by the situation in Guatemala during the first half of 1954 was met by the Guatemalans themselves, though the peace and security machinery of the Organization of American States (OAS) had been set in motion with respect to the problem. The U.S.S.R. vetoed a Security Council resolution referring the Guatemalan situation to the OAS in an obvious and ineffectual effort to impede the functioning in a regional dispute of the appropriate regional organization as provided in the U.N. Charter.

Efforts in 1954 to further security also encompassed measures designed to increase the solidarity of the free world by removing underlying causes of tension and dissatisfaction. The same powers that signed the Southeast Asian Collective Defense Treaty reaffirmed in a Pacific Charter that, in accord with the provisions of the United Nations Charter, "they uphold the principle of equal rights and self-determination of people and they will earnestly strive by every peaceful means to promote self-government and secure the independence of all countries whose people desire it and are able to undertake its responsibilities." This proclamation answered the Communist contention that the West was promoting "colonialism" in seeking to assist the free countries of Asia to maintain their independence.

Through the United Nations and the specialized agencies, the free world continued its cooperative programs designed to strike at such basic causes of unrest as want and disease and to build the essential social and cultural bases for a stable and democratic society. The desire of the underdeveloped countries for economic assistance and the emphasis they place on self-determination, economic as well as political, were again in 1954 matters of primary importance both in the Economic and Social Council and at the General Assembly.

The U.S.S.R. again in 1954 made a contribution to the U.N. technical assistance program. It also joined two of the specialized agencies—the International Labor Organization and the U.N. Educational, Scientific and Cultural Organization. The full portent of this development was not immediately evident, but it obviously provided a broader scope for Soviet divisive tactics and called for vigilance on the part of the free world to insure that progress under the U.N. economic and social programs is not retarded.

## POLITICAL AND SECURITY QUESTIONS

The fact that the General Assembly's Political Committee devoted almost half of its time at the ninth session to discussion of disarmament

ment and peaceful uses of atomic energy was an accurate reflection of the paramount importance of these two questions in 1954. The Collective Measures Committee met only briefly. In its report it reaffirmed certain important principles of collective security, which were subsequently endorsed by the General Assembly. One of these principles, to which the United States attaches great importance, concerns the provision of logistic support to states desirous of contributing forces in support of U.N. collective measures but unable to equip, train, or support such forces from their own resources. The Assembly also decided to continue the committee on a standby basis.

In the field of pacific settlement, progress in 1954 was as usual uneven. The United Nations cannot impose solutions to problems of this character. It can and does, however, encourage and assist negotiations between the parties. In these negotiations conflicting interests and hostile emotions must be reconciled, a necessarily slow process. Agreement was reached among the parties in October 1954 on a solution of the Trieste problem. The situation along the northern Greek frontiers had so improved that the Balkan Subcommittee of the Peace Observation Commission withdrew its observers from the area in August at the request of Greece. In Burma, the evacuation of some 7,000 foreign irregular forces and their dependents materially reduced the problem presented by the presence of these forces on Burmese territory. Progress was made during the year toward an agreement between Israel and its Arab neighbors on a plan for the development of the water resources of the Jordan Valley that would increase the economic resources of the area and facilitate the resettlement of Arab refugees, whose present unhappy status is a major cause of unrest in the Palestine area. In North Africa, negotiations between France and Tunisia not only reduced tension in that protectorate but also brought hope for a comparable development in Morocco. On the other hand, Communist intransigence continued to block any progress toward the unification of Korea. There was no modification in South African racial policies, discussed perennially in the General Assembly, and the situation in Kashmir remained unchanged.

Three new cases were brought before the Security Council during the year: a Thai appeal for U. N. observation, which the U.S.S.R. vetoed; the Guatemalan complaint, the first case involving a situation in the Western Hemisphere to be brought before the Council; and the Soviet attack on a U.S. plane, which the United States brought to the attention of the Council without requesting any action. The great majority of Security Council meetings, however, were concerned with the enforcement of the General Armistice Agreements between Israel and its Arab neighbors, specifically those with Egypt, Jordan, and Syria. For the first time the U.S.S.R. intervened actively in the dis-

cussion of the Palestine question, using its veto to impede settlement in two instances. These vetoes, together with the Soviet vetoes in the Thai and Guatemalan cases, demonstrated once again the U.S.S.R.'s determination to try to prevent effective Council action. However, the impact of the majority opinion was still felt in the two Palestine disputes; Thailand announced its intention of taking its appeal to the General Assembly if the situation warranted; and the Organization of American States was not deterred from initiating a proposed course of action by the Soviet veto of the Security Council resolution referring the dispute to it.

At the General Assembly's ninth session, September 18–December 17, action tending to accentuate free-world differences was for the most part avoided, the major exception occurring in connection with non-self-governing territories outside the trusteeship system. The statements by President Eisenhower and Secretary of State Dulles during the session, in which they emphasized U.S. willingness to negotiate and its determination to explore every possible avenue of peaceful settlement, reassured those who, deriving some hope from the Soviet "peace offensive," feared an inflexible attitude on the part of the United States toward the U.S.S.R. The positions taken in the Assembly debate by Ambassador Lodge and other members of the U.S. delegation served further to demonstrate the reasonableness of the U.S. position. Moreover, the delegation's willingness to negotiate differences of opinion and to give due weight to the views of others on problems in the economic and social field presenting serious difficulties for the United States led other free-world members to show a spirit of accommodation toward U.S. views on these matters.

Of especial interest from the U.S. point of view was the Assembly action in the case of the United Nations Command personnel detained by the Chinese Communists in violation of the Korean Armistice Agreement. This case was brought before the Assembly as an urgent and important matter by the U.S. Government in its capacity as the Unified Command in Korea. On December 10 the General Assembly declared that the detention and imprisonment of the 11 American members of the United Nations Command and the detention of all other captured personnel of the United Nations Command desiring repatriation were a violation of the Korean Armistice Agreement and condemned the trial and conviction of prisoners of war illegally detained by the Chinese Communists. The General Assembly also requested the Secretary-General in the name of the United Nations to seek the release of all captured United Nations Command personnel still detained by the Chinese Communists and to make continuing and unremitting efforts to this end. The Secretary-General left New York on December 30 to discuss this matter directly with Chinese Communist officials.

An unusually large number of resolutions were adopted by the ninth General Assembly with only the Soviet bloc opposed, the course of the session having renewed support for the U.S. position on free-world-Communist issues. This was highlighted in the adoption, by a large majority and with only the Soviet bloc voting negatively, of a resolution on Korea approving the report of the U.N. side on the Geneva political conference held pursuant to the Korean armistice and the Assembly resolution of August 1953. This report upheld the basic U.N. principles with respect to the unification of Korea and placed the responsibility for failure to reach agreement at Geneva squarely where it belonged—on the Communists.

The Assembly took no substantive action on the highly controversial questions concerning Tunisia, Morocco, Cyprus, and the western part of New Guinea, the last two of which were on its agenda for the first time. Action on the two items concerned with South African racial policies was relatively restrained. Discussion of the Palestine question was confined to the relief and rehabilitation efforts of the United Nations Relief and Works Agency for Palestine Refugees. The Assembly expressed satisfaction with developments in Burma and continued its Good Offices Committee working on the membership stalemate. Soviet-bloc cold-war items charging the United States with aggression and with warmongering and charging the Republic of China, together with the United States, with piracy were disposed of quickly; and the Communist position was decisively rejected.

Soviet efforts to unseat the Chinese representatives and to seat the Chinese Communists in the United Nations and the specialized agencies, pursued consistently but somewhat perfunctorily in every U.N. body, were again in 1954 entirely unsuccessful.

## ECONOMIC AND SOCIAL COOPERATION

The pressing problem of the economic development of underdeveloped countries was again in 1954 the focal point of U.N. activities in the economic field. The U.N. Expanded Program of Technical Assistance continued to grow, and further steps were taken to meet the problem of financing economic development in underdeveloped countries. The General Assembly's Economic and Financial Committee devoted a large part of its time at the ninth session to this problem. The results were on the whole constructive and were undoubtedly influenced in considerable measure by the United States decision to support the establishment of an International Finance Corporation, which had been under consideration in the United Nations for some years. A principal purpose of the projected cor-

poration will be to stimulate private investment in underdeveloped countries in the form of loans made available to private enterprise without the government guaranty required in the case of International Bank loans.

Definitive action on another proposal, strongly advocated by the underdeveloped countries—the establishment of a Special United Nations Fund for Economic Development—was deferred since the reaction of the largest potential contributors to such a fund continued to be unfavorable. The Assembly expressed the hope, however, that this fund would be established as soon as practicable and, toward this end, continued certain consultative arrangements. The U.S. delegation again tied any possible U. S. support of such a fund to internationally supervised worldwide disarmament.

As the result of a U.S. initiative in the Economic and Social Council, the Assembly for the first time adopted a comprehensive set of recommendations designed to stimulate the international flow of private capital. This action was widely regarded as offsetting the “nationalization resolution” adopted in 1952 by the seventh General Assembly, which had stressed the right of countries to dispose of their natural resources without any counterbalancing provisions concerning the rights and interests of foreign private investors.

The Assembly once again strongly endorsed the U.N. Expanded Program of Technical Assistance and approved a comprehensive set of recommendations on the organization of the program developed by the Economic and Social Council. At the pledging conference for 1955, 60 governments, not including the United States, made pledges, representing an increase of approximately 15 percent over the pledges for 1954. A United States pledge to this program, it was hoped, could be made if the Congress appropriated funds during its 1955 session.

The International Bank for Reconstruction and Development in 1954 made new loans for economic development amounting to \$292.6 million to 14 member countries besides providing technical guidance on a wide range of economic development problems.

These steps designed to assist the underdeveloped countries particularly were paralleled by steps, both in the United Nations and the specialized agencies, directed toward various aspects of the more general problem of worldwide economic expansion. The world economic situation was closely examined, and a series of recommendations adopted by the Economic and Social Council and the General Assembly for dealing with particular aspects of the general economic situation, such as full employment, international trade, and commodity problems.

The Contracting Parties to the General Agreement on Tariffs and Trade, which was negotiated under U.N. auspices though it is not a

U.N. instrument, convened in their ninth session late in 1954. Besides regular business items, their agenda called for a complete review of the General Agreement in the light of 7 years of experience with it. The Contracting Parties, in reviewing the application of the General Agreement, were particularly concerned with such problems as possible adjustments in the agreement to accommodate the wide divergence in levels of economic development among them and possible modifications in the provisions concerning balance-of-payments restrictions, agricultural quotas, and export subsidies.

A new development in the commodity field in 1954 was the Economic and Social Council's establishment of a Commission on International Commodity Trade to deal with problems of instability in world commodity markets. This action, urged by the primary commodity producing countries, was opposed by the United States as not likely to be effective. Though elected to membership on the Commission, the United States is not, at this time, participating in the work of the Commission.

Carrying forward work already begun on the surplus disposal problem, the Food and Agriculture Organization in the course of the year formulated a set of "Principles of Surplus Disposal" and established a consultative subcommittee in this field to assist member countries in developing suitable means of surplus disposal.

Besides the continuing activities of the specialized agencies in the transport and communications field, two international conferences concerned with transport problems were held in 1954. An international conference at U.N. Headquarters on customs formalities for the temporary importation of private road vehicles and for tourism produced two treaties that are expected to facilitate international travel, an important factor in economic and social progress. An international conference held in London under British sponsorship, with U.N. collaboration, drew up a convention for the prevention of the pollution of the seas and coasts by oil, a problem that has been under consideration in the United Nations on several occasions.

Such agencies as the International Labor Organization, the World Health Organization, and the U.N. Educational, Scientific and Cultural Organization continued in 1954 activities in the fields of labor standards, disease eradication, and education designed to increase productivity—another essential factor in economic development. A World Population Conference held under U.N. auspices in 1954 discussed such problems as what can be done to achieve a better balance between natural resources and population.

Acting on a U. S. initiative, both the Economic and Social Council and the General Assembly in 1954 again condemned the existence of forced labor, which the report of the *Ad Hoc* Committee on Forced

Labor had shown to exist primarily in Communist countries. The International Labor Organization placed this problem on the agenda for its 1956 conference in order to see what further steps it might take to combat this outrage against fundamental human rights and the dignity of man.

At its ninth session the General Assembly authorized the U.N. High Commissioner for Refugees to undertake a new program designed to achieve permanent solutions to the problems of certain of the refugees under his mandate set adrift primarily by World War II and subsequent political developments who continue in refugee status and are unable to make their full contribution to the economic and social life of the community. The solution envisaged involves primarily integration of these refugees in the present countries of residence but also resettlement overseas. The program, which will continue till the end of 1958, will be financed by voluntary contributions, and countries in which the refugees are now living have been requested to give assurances that they will assume full financial responsibility for any refugees within the scope of the program remaining in their territories after that time. The new program thus promises a final disposition of this problem, and the United States therefore fully supported the Assembly's action.

The General Assembly at its ninth session also continued until 1960 the U.N. Relief and Works Agency for Palestine Refugees (UNRWA) and urged all governments to give the financial support necessary for the continuation of the program of the U.N. Korean Reconstruction Agency (UNKRA).

U.N. activities in 1954 directed toward social and cultural advancement followed established patterns and continued to be for the most part complementary to those in the economic field. Discussion in the General Assembly's Social Committee at the ninth session was again relatively harmonious. The United States voted for 9 of the 12 resolutions adopted, abstained on 2, and opposed 1. On the ground that present circumstances are not propitious, the United States voted against the resolution requesting the Economic and Social Council to prepare recommendations on the Draft Covenant on Freedom of Information. The object of this resolution was to facilitate Assembly consideration of this draft not later than at its 11th session.

The Assembly's consideration of human rights was again focused in 1954 on the two draft covenants, the Human Rights Commission at its 1954 session having postponed until 1955 action on the revised U.S. proposal for a U.N. human rights action program after only brief consideration. The United States reiterated that it does not intend to sign either the two draft covenants or the Convention on the Political Rights of Women, and it abstained on the Assembly's

resolutions concerning the draft covenants and the status of women in private law.

The Economic and Social Council returned to the Human Rights Commission two draft resolutions on self-determination adopted by the Commission at its 1954 session. The first of these resolutions related to the "right to economic self-determination." The second proposed the establishment of a "Good Offices Commission" to function in connection with alleged denials of the right of self-determination. At the ninth General Assembly, the Council's action in returning these two draft resolutions to the Commission was severely criticized by some members, and the Assembly requested the Commission to complete its recommendations on self-determination, including the right of peoples and nations to "permanent sovereignty over their natural wealth and resources." The United States succeeded in having this original text amended to include a reference to "the rights and duties of states under international law" so as to permit a more balanced discussion of this question in the future.

The most salient development during the year with respect to other aspects of U.N. activities in the social and cultural field concerned the U.N. Educational, Scientific and Cultural Organization (UNESCO). At its eighth conference held in Montevideo, agreement was reached that the UNESCO program for 1957-58 should stress only a limited number of significant projects. It was also decided to make the UNESCO Executive Board representative of governments and to amend the Staff Regulations to give the Director General the authority he considered necessary to assure that the Secretariat would meet the high standards of conduct and integrity required by the UNESCO Constitution. The Conference agreed to reduce the U.S. percentage contribution to UNESCO from 33.3 to 30 percent.

Other developments of particular note in the social and cultural field of U.N. activity during the year were the U.S. ratification of the Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and Use of Opium, and the General Assembly's decision, in connection with its consideration of the accomplishment of the U.N. Children's Fund in 1954, to recommend the establishment of a special international day of observance for children.

## DEPENDENT TERRITORIES

U.N. consideration of problems concerning dependent peoples continued in 1954 to reflect the sharp division of opinion that exists among

free-world members on the "colonial question." This division, which was evident in the discussions of the Trusteeship Council, of the Committee on Information from Non-Self-Governing Territories, and of the Fourth Committee of the General Assembly, was most marked in the case of non-self-governing territories outside the trusteeship system.

The Trusteeship Council, which exercises international supervision over the administration of the 11 trust territories, held two meetings in 1954 in the course of which it reviewed developments in all 11 territories on the basis of the reports submitted annually on these territories by the administering authorities. In the case of the four West African trust territories, the Council also had before it the reports of its Visiting Mission to these territories. Progress was noted in all of the trust territories, and the Council adopted detailed recommendations on each.

Of particular interest to the United States was the action taken by the Council on the Marshallese petition concerning the "fallout" of radioactive particles from the hydrogen bomb exploded March 1, 1954, in the Pacific Proving Ground, located in the Trust Territory of the Pacific Islands under U.S. administration. When the Marshallese petition came before the Trusteeship Council for examination, the Council, with the United States concurring, expressed deep regret over the accident, noted the steps taken by the administering authority to care for those Marshallese affected, and expressed satisfaction that their health had been restored. The Council also recommended that, should further tests prove necessary to world peace and security, the administering authority take such precautions as would insure against any inhabitants of the territory being again endangered and urged that "prompt and sympathetic attention be given to all claims for damages." The United States had already stated that in the future "all possible precautionary measures" would be taken.

Another trust territory development of special interest in 1954 concerned the unification movement in British and in French Togoland. A new factor in the Togolands question was a British memorandum to the U.N. Secretary-General stating that the United Kingdom would be unable to continue administering British Togoland as a trust territory after the Gold Coast achieves its independence. The United Kingdom further expressed the opinion that integration with the Gold Coast was the wish of the majority of the inhabitants of British Togoland and asked the General Assembly to request the Trusteeship Council to ascertain the best method of enabling the people of this territory to express their wishes concerning its future. The Assembly therefore asked the Council, with the assistance of a special Visiting Mission, to work out arrangements to this end and to report to the Assembly's 10th session.

The General Assembly as usual in 1954 adopted a number of resolutions on general trusteeship matters. One of these, which the United States supported but which was opposed by the other administering authorities, sought to increase the participation of indigenous inhabitants of trust territories in the work of the Trusteeship Council through the regular Visiting Mission and petition procedures. Another, which was also opposed by the administering authorities other than the United States, recommended steps to promote the attainment of self-government or independence by trust territories. The United States abstained on this resolution because it included among the steps recommended the establishment of at least approximate timetables for the achievement of these goals, and the United States did not consider such a procedure realistic.

The unsolved problem of the international status of South-West Africa was again considered by the General Assembly at its ninth session. This territory is the only mandate that has not either attained independence or been placed under trusteeship, and successive U.N. committees have tried unsuccessfully to negotiate with the Union of South Africa—the mandatory power—an agreement that would carry out the advisory opinion given by the International Court of Justice in 1951. The Court held that supervisory functions over the administration of South-West Africa should be exercised by the United Nations to the same degree as by the League of Nations and should conform so far as possible to the procedures of the League. In 1954 the General Assembly referred to the Court the question of the proper Assembly voting procedure pursuant to this opinion in carrying out the supervisory functions formerly exercised by the League. It also urged the Union to cooperate with the committee established by the Assembly to perform these functions and reiterated that the normal way of modifying the international status of South-West Africa would be to place it under trusteeship.

The General Assembly adopted six resolutions at its ninth session with respect to non-self-governing territories outside the trusteeship system. Four of these resolutions were of a much more controversial nature than those adopted on trust territories, and the United States voted against three of them. These concerned the voluntary transmission of political information, consideration by the Committee on Information of problems common to certain regional groups of territories, and procedures to enable the Assembly to determine when territories cease to be non-self-governing. The United States also voted against that paragraph in the resolution approving the cessation of transmission of information on Greenland that asserts the competence of the Assembly to decide whether a non-self-governing territory "has or has not attained a full measure of self-government." It is the U.S.

view that, while the interpretation of the words "non-self-governing territory" as they appear in the charter is a matter of concern to the General Assembly, the decision whether from the constitutional point of view a specific territory has become self-governing is a decision that can only be made by the administering authority and that the Assembly's role in this regard is limited to such matters as "discussion, expression of views, and recommendations."

For the second consecutive year, Belgium did not participate in the work of the Committee on Information. The committee, following its accustomed practice of emphasizing each year one of the functional fields on which information is transmitted under article 73 (e) of the charter, focused in 1954 on economic conditions in non-self-governing territories.

Outside the U.N. system, the Caribbean Commission and the South Pacific Commission continued in their respective regions their advisory and consultative activities in the economic and social field. These activities, which are very similar to those undertaken under U.N. auspices on behalf of dependent peoples, are thoroughly consistent with the objectives of the charter and increasingly involve cooperation with the United Nations and the specialized agencies. The United States is a member of both Commissions.

## LEGAL DEVELOPMENTS

In response to a request of the eighth General Assembly, the International Court of Justice in 1954 delivered an advisory opinion on the question of the Assembly's right on any grounds to refuse to give effect to a compensation award by the U.N. Administrative Tribunal to a U.N. staff member whose contract had been terminated without his assent. The Assembly's inquiry related to the indemnities awarded in 1953 by the Administrative Tribunal to 11 former Secretariat employees of U.S. nationality whose contracts had been terminated by the Secretary-General after they had refused, when questioned by official U.S. investigating bodies, to answer questions concerning their suspected connections with subversive activities. The United States argued before the Court that the Assembly has the right to refuse to give effect to Administrative Tribunal awards, but the Court, with three judges dissenting, ruled against the U.S. position.

At the ninth General Assembly the United States expressed strong disagreement with this opinion but said it would nevertheless adhere to its traditional policy of respecting the Court's authority and competence. At the same time it was successful in obtaining Assembly

action to insure that the awards would not be paid out of funds appropriated by the U.S. Congress. It also succeeded in obtaining the Assembly's acceptance of the principle of judicial review of Administrative Tribunal decisions so that such decisions would not in the future be final.

Among the contentious cases before the International Court of Justice in 1954 were two brought early in the year by the United States against the U.S.S.R. and Hungary. These cases concerned the U.S. aircraft forced down and seized in Hungary late in 1951 and the detention and trial of its crew. The U.S.S.R. and Hungary, however, refused to submit to the Court's jurisdiction in this matter, and the Court therefore ordered both cases removed from the list.

Two of the legal questions before the Assembly in 1954 were the result of a U.S. initiative in which several other interested governments joined. One concerned the Continental Shelf and the other high seas fisheries. Since problems relating to the high seas and territorial waters have given rise to an increasing number of international disputes, the United States wished the General Assembly to begin in 1955 at its 10th session consideration of high seas problems, taking as its starting point the Draft Articles on the Continental Shelf prepared by the International Law Commission. The Assembly preferred, however, to ask the Commission to complete its work on the regime of the high seas, the regime of territorial waters, and all related problems in time for their consideration as a whole by the Assembly in 1956 at its 11th session.

In proposing the fisheries item, the United States had in mind the necessity of an understanding of the technical and administrative aspects of the question of international conservation and regulation of fisheries. It therefore cosponsored a resolution, which the Assembly adopted, providing for the holding in April 1955 at the headquarters of the Food and Agriculture Organization in Rome of an international technical conference to make recommendations on the problem of the international conservation of the living resources of the sea.

The United States voted against the ninth Assembly resolution establishing a new Special Committee on the Definition of Aggression, which is to submit a draft definition to the Assembly in 1956. The United States took the position that the term "aggression" should be left undefined, since an incomplete or unbalanced formula could prove dangerous.

## ADMINISTRATIVE MATTERS

Increasing efficiency in the operation of the United Nations during 1954 was reflected in a decrease in the organization's assessments against member states in 1955 of some \$1.6 million. The U.S. percentage share of this budget continues to be 33.33 percent. The General Assembly at its ninth session gave general approval to a plan for the reorganization of the Secretariat submitted by the Secretary-General with a view to increased effectiveness and economy. The Secretary-General estimated that his proposals, when and if given full effect, would result in an approximate saving of \$2 million gross.

Developments in 1954 with respect to the Administrative Tribunal awards have been noted above. Further progress was also made during the year in the carrying out of Executive Orders 10422 and 10459, designed to insure that U.S. citizens of doubtful loyalty are not employed in international organizations. No problems have arisen in applying the provisions of these Executive orders to applicants for employment, but in the case of the U.N. Educational, Scientific and Cultural Organization (UNESCO) certain problems arose in connection with a number of employees. However, at the UNESCO General Conference the Staff Regulations were amended to meet the Director General's view, with which the United States did not agree, that he lacked the power to dismiss employees of U.S. citizenship on whom the United States had submitted adverse loyalty findings. The Director General moved promptly on the basis of this Conference action, and by the end of the year this problem appeared on the way toward solution.

There was one further development on the administrative side of the United Nations in 1954 that was of particular interest to the United States—the ninth General Assembly's decision to postpone until the 10th session action on the Secretary-General's tax equalization proposal. This proposal concerns the very complicated situation created by the fact that only U.S. citizens located at Headquarters in New York remain subject to national income taxes and by the U.N. practice of reimbursing employees for any such taxes paid on U.N. income. The United States recognized the justice of the claim of other governments that they should not be required to pay two-thirds of the cost of reimbursing taxes to U.S. nationals on the Secretariat. Since the effect of the Secretary-General's plan was to shift the cost of tax equalization from the total membership to those members continuing to assess national taxes, the United States urged the Assembly to postpone action on the proposal for one more year to give the United States the opportunity further to explore the possibility of reaching a more satisfactory solution to this problem. However, the United States agreed that, if a more satisfactory solution could not be found within the year, the United States would not oppose a decision by the 10th Assembly to grant relief to other governments along the lines proposed by the Secretary-General.

## *Maintenance of Peace and Security*

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United Nations activities in the peace and security field during 1954 were focused primarily on the peaceful uses of atomic energy and disarmament. This emphasis reflected the widespread feeling throughout the free world that, as stated by President Eisenhower on October 19, with "the advent of nuclear weapons, it seems clear that there is no longer any alternative to peace." It also reflected the general belief that among the most important roads to the attainment of peace are disarmament and the channeling of atomic energy to the peaceful pursuits of mankind.

At the eighth General Assembly, in 1953, 54 nations had joined in suggesting that the powers "principally involved" meet privately to try to reach agreement on "a comprehensive and coordinated disarmament program with adequate safeguards." In accepting this proposal for the United States, President Eisenhower had himself suggested to the Assembly the establishment under the auspices of the United Nations of an international agency to further the peaceful uses of atomic energy. He offered this proposal as an entirely "new approach" which might help to create a climate of confidence in which to pursue the search for disarmament. Yet his approach was clearly feasible whether progress were made on disarmament or not. It met immediate worldwide acclaim. The Political Committee of the Assembly devoted almost half of its meetings in 1954 to consideration of these two subjects.

The Korean Armistice continued in effect, and the United Nations took no collective military action during 1954. However, in requesting the Secretary-General to seek the release of the U.S. flyers imprisoned by the Chinese Communists and all other captured United Nations Command personnel still detained, the ninth General Assembly in condemning the action of the Chinese Communists reaffirmed the collective nature of the Korea action and made explicit the United Nations' special responsibility for the men involved. The Assembly also continued on a standby basis its Collective Measures Committee.

With no concrete evidence of any diminution in the Communist drive for world domination, extended efforts were made in 1954 to strengthen the overall collective security system of the non-Communist world by developing independent mutual defense arrangements in conformity with the U.N. Charter on a regional or other limited basis. When the treaty to establish the European Defense Community was rejected by the French Assembly, the powers concerned, including the United States, reached agreements at London on October 3 for the purpose of incorporating the Federal Republic of Germany in a Western European Union and in NATO. The advance of international communism in Indochina and the serious implications of this development for the security of the free nations in that area led to the negotiation and signing on September 10, 1954, of a Southeast Asian Collective Defense Treaty by Australia, France, New Zealand, Pakistan, the Philippines, Thailand, the United Kingdom, and the United States. These same powers also proclaimed a Pacific Charter, which reaffirms certain basic principles in relation to the right of peoples to self-determination, self-government, and independence. This declaration made clear to all that the West, in seeking to assist the free countries of Asia, is not promoting "colonialism" as the Communists pretend. On December 2, 1954, the United States and China signed a Mutual Defense Treaty, thereby adding to the network of collective security in the Western Pacific.

## PEACEFUL USES OF ATOMIC ENERGY

On December 8, 1953, President Eisenhower proposed to the eighth General Assembly that the governments principally involved in atomic energy matters should make joint contributions to an International Atomic Energy Agency from their stockpiles of normal uranium and fissionable materials. This agency, as projected by the President, would be created under the aegis of the United Nations and would have a pool of atomic materials and knowledge which would be employed solely for peaceful purposes. The President believed that this kind of cooperative effort could be undertaken without the irritations and mutual suspicions inherent in any attempt to set up a completely acceptable system of atomic energy control to eliminate nuclear weapons. His proposal was not intended as a solution to the disarmament problem, which involves issues of much greater magnitude and complexity. Rather, he offered it as a means of developing that mutual understanding and international cooperation that could lead to disarmament.

Shortly thereafter the United States entered into discussions, first with the Soviet Union and then with the other nations principally involved in atomic energy development: Australia, Belgium, Canada, France, Portugal, the Union of South Africa, and the United Kingdom. By midsummer it had become clear that the Soviet Union would not discuss the details of the U.S. proposal to establish an International Atomic Energy Agency unless the United States would first agree to an unconditional ban on the use of nuclear weapons.

The United States, however, believed that the nations most advanced in knowledge about the constructive uses of atomic energy had an obligation to make this knowledge available under appropriate conditions to promote the welfare of all peoples. Accordingly the United States informed the U.S.S.R. that it would feel free to go ahead with its proposal in concert with other nations even without Soviet participation, although it hoped that the U.S.S.R. would eventually join in these efforts. These other governments agreed that, despite the refusal of the Soviet Union to participate, the effort should be pressed and likewise agreed on a number of general principles involved in the creation of an agency.

### *U.S. Agenda Item*

On September 23, 1954, Secretary Dulles, in his address to the ninth General Assembly, described the essentially negative reaction of the Soviet Union to the President's proposal. He informed the Assembly that the day before, when it was known that he would speak on this topic, the Soviet Union had delivered a new note which affirmed its readiness to continue the discussion but gave no indication that the U.S.S.R. had receded from its original position. Secretary Dulles declared that the United States remained ready to negotiate with the U.S.S.R. but would no longer suspend efforts to establish an International Atomic Energy Agency. Consequently he proposed that an item be added to the Assembly's agenda as an urgent and important matter which would enable the United States to report on its efforts to explore and develop the vast possibilities of the peaceful uses of atomic energy. He explained that these efforts had been and would be directed primarily toward four ends:

- (1) Creation of an international agency, whose initial membership would include nations from all regions of the world and which might start work as early as 1955.

- (2) Calling an international scientific conference to consider the development of atomic energy through international cooperation, to meet under United Nations auspices in 1955.

(3) Opening a reactor training school in the United States early in 1955 where foreign students might learn the working principles of atomic energy, with specific regard to its peacetime uses.

(4) Inviting a substantial number of foreign medical and surgical experts to participate in the work of U.S. cancer hospitals benefiting from peaceful applications of atomic energy techniques.

The Secretary of State emphasized that as the U.S. proposals took shape, all nations willing to take on the responsibilities of participation would be welcome to join in the planning and execution of this program.

The Assembly's Political Committee began consideration of the new United States agenda item on November 5, when Ambassador Henry Cabot Lodge, Jr., gave the report promised by the Secretary of State. The previous day President Eisenhower had designated Ambassador Morehead Patterson, who had represented the United States in the Disarmament Commission Subcommittee of Five the previous spring, to be responsible for international atomic energy agency negotiations.

Noting that the world was standing on the threshold of the atomic age and dealing with a force whose powers for destruction were exceeded only by its powers for human good, Ambassador Lodge described its potentialities for good. He explained that the United States believed that the proposed International Atomic Energy Agency should have the following functions: (1) to encourage worldwide research in and development of the peaceful uses of atomic energy, (2) to arrange for the nuclear materials needed for this research and its practical application to all manner of peaceful activities, (3) to foster the interchange of information on peaceful uses, and (4) to conduct its activities in such a way as to prepare for the time when the use of atomic energy for peace becomes the predominant and perhaps the exclusive use of this great force.

Ambassador Lodge further explained that the United States believed the International Atomic Energy Agency should be created by a treaty defining the standards and principles to govern the agency in the discharge of its functions and that it should have a broad membership. In the opinion of the United States, members should accept an obligation to supply materials and information for the work of the agency, to give it financial support, and to facilitate open discussion and contacts among scientists engaged in peaceful research activities.

The United States believed, Ambassador Lodge continued, that a relationship similar to that with the specialized agencies should be established between the United Nations and the international agency, although decision on the exact relationship necessarily must await the creation of the agency itself. The agency should consult and coop-

erate as appropriate with other U.N. bodies as well as with national atomic energy organizations and with regional bodies such as the European Organization for Nuclear Research. Ambassador Lodge emphasized that it was premature to spell out in detail the U.S. views on the International Atomic Energy Agency, since negotiations were still in progress. However, he reaffirmed the assurance previously given by Secretary Dulles that the views of other states would be solicited and welcomed.

Copies of the earlier communications exchanged between the United States and the U.S.S.R. having been made available by the United States on September 25, the U.S. representative explained that in the main the U.S. views on the nature of the agency followed the outline submitted to the Soviet Union on March 19, 1954, with one important change. Originally the United States had visualized that the international agency would hold fissionable materials itself as an atomic bank. But after the Soviet rejection of the U.S. proposal, all the other negotiating states had concluded that it might be preferable, at least initially, that the agency act as a clearinghouse for requests. The donor states would earmark fissionable materials for the agency's operations and would transfer fissionable materials directly to projects approved by the agency. This shift in approach seemed logical because the resources of the agency would obviously be somewhat limited, and it might well be more appropriate, at least initially, to use the resources available for additional programs rather than for expensive custodial arrangements.

Pointing out that it would take some time to conduct negotiations, secure ratifications of agreements, and have the international agency actually in operation, Ambassador Lodge announced that the United States would at once move forward with certain interim programs of its own which could later be coordinated with the international agency's programs—

(1) The United States was prepared to start discussions with other countries looking toward the conclusion of bilateral agreements that would make it possible, under the recent amendments to the United States Atomic Energy Act, to furnish technical information, technical assistance, and necessary amounts of fissionable material for the construction of research reactors abroad.

(2) Besides the establishment of the reactor training school and the program concerning cancer research and treatment, which Secretary Dulles had announced, courses open to foreign students in radiation safety and medicine, in the theory and use of radiation instruments, and in radioisotope tracer techniques would be instituted.

(3) Finally, a large body of research material on the peaceful uses of atomic energy would be made available. The United States had

ready to give to the principal technical libraries of cooperating nations 10 or more complete libraries on the peaceful uses of atomic energy compiled by the U.S. Atomic Energy Commission, as well as complete sets of index cards and of scientific and technical journals of the past 7 years in the atomic field.

Ambassador Lodge then elaborated on Secretary Dulles' proposal for an international conference. In the U.S. view, such a conference of scientists to exchange information and to examine the technical areas in which progress could best be made in applying atomic energy to peaceful ends could contribute materially to extending to all peoples the benefits of atomic energy. He suggested that representatives should also be invited from the specialized agencies whose tasks were such that the conference would be of direct interest. The U.S. delegate suggested a number of topics that it might be profitable for the conference to discuss. In organizing the conference the U.N. Secretary-General should act on the advice of a committee of representatives of member states, this committee to be so composed as to provide knowledge of atomic energy development and appropriate geographical representation.

Ambassador Lodge concluded by stating that the United States intended to cosponsor a draft resolution reflecting these views, and that in so doing the United States would be giving concrete expression to the desire previously voiced by President Eisenhower on December 8, 1953, "to find the way by which the miraculous inventiveness of man shall not be dedicated to his death but consecrated to his life."

### *General Assembly Discussion*

Following Ambassador Lodge's statement, representatives of some of the other states that had been engaged in the negotiations on an International Atomic Energy Agency confirmed the desire of their governments to make progress toward the goals described by the U.S. representative, noting particularly the efforts being carried on in their own countries to advance the peaceful uses of atomic energy. Most of the members of the General Assembly expressed their strong approval of the U.S. proposals as historic, constructive, and humane. Some specifically opposed the position previously taken by the Soviet Union that the development of peaceful uses of atomic energy on an international basis should be put off until after agreements were reached in the disarmament field. They hoped that the recent Soviet indication of willingness at least to talk about the U.S. proposals represented a modification in the Soviet position.

Soviet representative Vyshinsky, however, contended that the United States was apparently narrowing the scope and form of inter-

national cooperation from that projected in the plan originally presented to the Soviet Union on March 19, particularly regarding technical assistance for provision of nuclear power to underdeveloped countries. He asked why the logical responsibility of the proposed agency to the General Assembly and the Security Council had been weakened by the United States suggestion now that the agency should be a specialized agency, whereas in the U.S. note of March 19 it had been stated explicitly that the agency was to report to the Security Council. He asked how the present proposal would reduce the destructive force of atomic stockpiles, which had previously been proclaimed as one of the main aims. Finally, Mr. Vyshinsky objected to the characterization of the Soviet position as "essentially negative" by Ambassador Lodge and other representatives.

In reply, the U.S. representative explained that the present proposal did not narrow the volume and scope of economic aid to underdeveloped countries. The United States was eager to realize development of abundant electric power from the atom but wished to guard against the expectation that this would occur tomorrow. So far as the relationship between the agency and the United Nations was concerned, when the agency was set up presumably the agreement between it and the United Nations would cover any relationship that might appear desirable or necessary to the Assembly and to the Security Council. As for the measures that the United States proposed to take to reduce the potential destructive force of atomic energy, this was basically a disarmament problem and the General Assembly had just unanimously agreed to a procedure for dealing with this problem in the Disarmament Commission. President Eisenhower had made it clear last December, Ambassador Lodge said, that this proposal was not a disarmament proposal but that this experiment in international cooperation could conceivably make it easier to make genuine progress in reaching disarmament. Finally, noting with pleasure the U. S. S. R.'s insistence that its attitude was not essentially negative, the U.S. representative said that this could be proved by Soviet support of the U.S. proposals.

On November 6 Australia, Belgium, Canada, France, the Union of South Africa, the United Kingdom, and the United States joined in submitting a resolution containing two principal parts: the first concerning an International Atomic Energy Agency and the second the proposed international technical conference.

On November 15 Ambassador Lodge announced that he had been authorized by the President to state that the Atomic Energy Commission had allocated 100 kilograms of fissionable material to serve as fuel in the experimental atomic reactors that the United States believed should be situated abroad, this being a sufficient amount to

activate a considerable number of reactors. This U.S. initiative was subsequently followed by a British pledge to make available to the International Atomic Energy Agency, when established, 20 kilograms of fissionable material to serve as fuel in reactors.

The seven sponsoring powers, on November 18, introduced a revised text to clarify their intent and to meet the views of others. New language was added, the reference to a specialized-agency type of relationship with the United Nations was deleted, and it was made clear that the international conference was to be a conference of governments.

The Soviet Union introduced amendments to the revised text to recommend that the international agency be responsible to the General Assembly and, in cases provided for by the U.N. Charter, to the Security Council; and to provide that all states desiring to do so should participate in the international technical conference, and not only states members of the United Nations and of the specialized agencies.

India proposed that the Assembly suggest to member states able and willing to participate in the international agency that they enter into consultations and negotiations with the states already engaged in efforts to set up the agency. It also proposed other language intended to insure that the views of states other than the negotiating powers would be fully considered. Lebanon wished to add provisions to insure that the U.N. Secretary-General would communicate to the states participating in the establishment of the international agency, or to the agency itself if established, the results of the work of the international technical conference; and also proposed that it be made clear that the Assembly would invite the interested specialized agencies, and the International Atomic Energy Agency if established, to designate persons to represent them at the international conference.

As the result of explanations made by the sponsoring powers, particularly the United States, India subsequently decided not to press its amendments to a vote and Lebanon withdrew its proposals. Ambassador Lodge made it clear that the negotiations to establish the international agency were continuing and that, as soon as the states engaged in the negotiations had crystallized somewhat their views, they intended to give "the most careful and serious consideration to the views of any Member" of the United Nations. He rejected the Soviet attempts to make the proposed international agency responsible to the General Assembly and to the Security Council. Such a decision would not only prejudice the negotiations presently under way by attempting to specify the relationship of the agency to the United Nations, but the language proposed by the Soviet Union

might well shackle the new agency in view of the abuse of the veto, which had made it impossible for the Security Council fully to carry out its responsibilities under the charter.

In this connection, Ambassador Lodge emphasized that, if a situation should arise in connection with the peaceful uses of atomic energy that endangered international peace and security, it would obviously be a matter of concern both to the Security Council and to the General Assembly. Any state would have the right to raise this situation in either body at any time. He also rejected the Soviet attempts to extend invitations to the proposed international conference beyond the U.N. system, maintaining that a technical conference was "not the place to deal with political issues concerning regimes which had not been deemed fit for membership in the United Nations or the Specialized Agencies."

The Political Committee on November 23 unanimously adopted the revised seven-power draft resolution, the U.S.S.R. voting affirmatively though its two amendments had been rejected by overwhelming votes. In its final form the resolution, which was adopted unanimously in plenary on December 4, placed the Assembly on record as recognizing the importance and urgency of international cooperation in developing and expanding the peaceful uses of atomic energy and as believing that all nations should cooperate in promoting this objective. Specifically, the Assembly—

A. Expressed the hope that an International Atomic Energy Agency would be established without delay and suggested that the agency when established negotiate an appropriate form of agreement with the United Nations, that U.N. members be informed as progress was achieved in establishing the agency, and that the views of members that had manifested their interest be fully considered.

B. (1) Decided that an international technical conference of governments should be held under U.N. auspices, not later than August 1955, to explore means of developing the peaceful uses of atomic energy through international cooperation and, in particular, to study the development of atomic power and to consider other technical areas—such as biology, medicine, radiation protection, and fundamental science—in which international cooperation might most effectively be accomplished.

(2) Invited all states members of the United Nations or of the specialized agencies to participate in the conference and to include among their representatives individual experts competent in the atomic energy field, and also invited the interested specialized agencies to attend the conference.

(3) Requested the Secretary-General, acting upon the advice of a committee of representatives of Brazil, Canada, France, India, the

U.S.S.R., the United Kingdom, and the United States, to issue invitations to the conference, prepare and circulate a detailed agenda, and provide necessary staff and services. In making such arrangements, it was suggested that the Secretary-General and the Advisory Committee might consult with competent specialized agencies, particularly the Food and Agriculture Organization, the World Health Organization, and the U.N. Educational, Scientific and Cultural Organization.

### *Peaceful Uses Exhibit*

From November 29 through December 4, 1954, an exhibit on the peaceful uses of atomic energy was displayed in the delegates area of the U.N. Headquarters Building. This exhibit, which demonstrated the present and potential uses to mankind of the application of atomic energy in medicine, industry, and agriculture, was on loan from the United States. It was the object of many favorable comments from delegates and was subsequently sent to Pakistan to become one of the several similar U.S. exhibits in other countries.

## COLLECTIVE SECURITY

### *Disarmament*

The continuing U.N. effort to arrive at a solution of the disarmament problem was carried forward in 1954 through a new mechanism—a Disarmament Commission subcommittee of the “powers principally involved,” meeting in private. These discussions resulted in no agreement during the meetings, the Soviet position on disarmament remaining unchanged. Subsequently, however, the U.S.S.R. somewhat modified its position but in proposals so vague that the extent and significance of the modifications were difficult to determine. It was the unanimous view of the subcommittee that further efforts to reach agreement on disarmament should be made. The Disarmament Commission subsequently endorsed this view, and the General Assembly unanimously at its ninth session suggested that the subcommittee be reconvened to continue its discussions.

### SUBCOMMITTEE OF FIVE

In response to the eighth General Assembly’s suggestion that it establish a subcommittee of the nature described above and in further-

ance of the four-power agreement at Berlin on February 18, 1954, to exchange views on the disarmament problem, the Disarmament Commission on April 9 set up a subcommittee consisting of Canada, France, the U.S.S.R., the United Kingdom, and the United States. A Soviet proposal to add Communist China, Czechoslovakia, and India to this membership was rejected by a vote of 10 to 1 with 1 abstention. The subcommittee convened in New York on April 23 and agreed to continue its discussions in London, where it held 19 meetings in private from May 13 to June 22. The United States was represented by Ambassador Morehead Patterson, acting as deputy to Ambassador Henry Cabot Lodge, Jr., and especially appointed by the President for this purpose.

The subcommittee's discussions revolved around three groups of problems: the scope of a comprehensive disarmament agreement, the control organ to supervise implementation of an agreement, and the timing or phasing of agreed prohibitions and reductions. The records of these discussions, which were subsequently made public, demonstrate that the four non-Communist subcommittee members made vigorous efforts toward reaching a disarmament agreement but were unable even to approach their goal because of Soviet intransigence.

The sum total of Soviet agreement with the others was that the disarmament agreement should include the elimination and prohibition of atomic, hydrogen, and other weapons of mass destruction and should make provision for a major reduction of armed forces and conventional weapons and for the establishment of an international control organ—all of these provisions having long since been beyond dispute. The Soviet representative refused to enter into any detailed discussion of the proposals made by the non-Communist powers, taking the position that there could be no progress toward disarmament until they accepted certain principles such as an immediate and unconditional prohibition of the use of nuclear weapons, under which even if attacked with nuclear weapons a state could not use them in retaliation.

Nevertheless, the meetings served three constructive purposes:

(1) The four members other than the U.S.S.R. agreed on proposals dealing with two elements of a comprehensive disarmament program that had not previously received extended treatment: the establishment of an international control organ and the phasing or timing of the successive stages of a disarmament program.

(2) These same four members manifest complete unity in all important respects both in the development of positive proposals and in opposition to the Soviet approach.

(3) An opportunity was provided for a clear test of the Soviet atti-

tude toward disarmament. The meetings demonstrated that the U.S.S.R. had no serious desire, at that time at least, to negotiate on disarmament.

### *U.S. Proposal*

The United States presented a working paper on the international control organ required to administer a disarmament agreement. This paper had as one of its most important objectives to make certain that, if atomic weapons were prohibited, satisfactory controls were provided to insure compliance with that prohibition. The paper proposed the establishment of a U.N. disarmament and atomic energy development authority to be composed of the members of the Security Council plus Canada, which would derive its rights and powers from the disarmament treaty after ratification by the various states in accordance with their respective constitutional processes. Among the rights and powers proposed for the new authority were the following: to function by majority rule; to determine in detail the time and the manner of enforcing the agreed reductions, limitations, and prohibitions within the limits of the disarmament treaty; to organize and conduct field inspections and aerial surveys, as well as to prescribe and control information required to be supplied the control authority within the framework of the treaty; and to station personnel permanently in the countries adhering to the agreement in order to insure continuous verification. Should a violation occur, the U.N. disarmament and atomic energy development authority could call upon the violator to remedy the situation; report the violation to the Security Council, to the General Assembly, and to all states with a view to appropriate action; suspend the supply of nuclear materials to the offending state; and close plants utilizing nuclear materials in the offending state. Among the privileges and immunities accorded that authority would be the right of its representatives to travel into, within, and from the territory of participating states; the right to use communication facilities necessary to the discharge of its responsibilities; and inviolability of premises, property, and archives. Each participating state would designate and maintain a national agency to supervise the execution of its obligations and assist the authority in its work.

An example of the flexibility of the U.S. position was our attitude toward the Baruch plan for control of atomic energy, which had received the overwhelming approval of the United Nations. We pointed out that the lesson of hindsight has clearly demonstrated that no one has been able to devise a better or an equally effective plan. If it had been adopted when it was proposed, atomic and hydrogen weapons would not be in existence anywhere in the world today. In the 8

years since 1946 the ever-growing stocks of fissionable materials had complicated the problem of effective control, and this development must be taken into account. Our presence at the meetings was an earnest of our interest in any equally effective plan for atomic energy control, but as yet none had been devised.

### *Anglo-French Proposal*

The other major proposal was contained in a memorandum submitted by France and the United Kingdom on June 11. The primary purpose of this memorandum was to indicate the timing of the coming into force of the successive stages of a disarmament program involving prohibition of nuclear weapons, reduction of conventional armaments, and establishment of the necessary safeguards to insure observance. The memorandum introduced new features designed to meet the often repeated Soviet contention that the insistence by the United States and others that adequate controls precede prohibition and reduction was merely a sham designed to glean information from the Soviet Union about its armed forces. The memorandum called for the acceptance of a prohibition, in accordance with charter principles, against the use of atomic or other weapons except in defense against aggression. It proposed as the first step in carrying out the disarmament program a freeze on overall military manpower and overall military expenditures. This first step would be followed by scheduled prohibitions of nuclear weapons and reductions of conventional arms and armaments.

The Franco-British proposal emphasized that the basic factor in determining when prohibitions and reductions would take place would be the ability of the control organ to insure that the agreements to prohibit and reduce would be observed. The prohibition of nuclear weapons would proceed concurrently with the reduction of nonatomic armaments and armed forces and would be divided into three successive phases. First, the parties would regard themselves as prohibited, under the charter, from using nuclear weapons except in defense against aggression; second, there would be a prohibition of further production of nuclear weapons; and third, the elimination of these weapons from the armaments of states and the conversion of existing stocks to peaceful purposes. Reduction of nonatomic armaments and armed forces would take place in two stages, starting from the levels existing on December 31, 1953. Reductions would be made to an agreed level; 50 percent of the agreed reduction would be enforced concurrently with the prohibition on further production of nuclear weapons, and the remaining 50 percent would be put into effect concurrently with the elimination of nuclear weapons from the armaments of states.

The United States gave its general support to the Anglo-French proposal, explaining, however, that this did not necessarily indicate endorsement of every detail.

### *Soviet Position*

While the Soviet representative refused a paragraph-by-paragraph discussion of the U.S. proposal, he rejected it in its entirety by his responses to specific questions. He took the standard Soviet position that discussion of the details of control machinery should be preceded by agreement to the basic Soviet proposals on disarmament. In answer to specific questions, the Soviet representative rejected the concept of managerial control just as the Soviet Union had previously rejected the concept of international ownership of atomic energy plants; and though he supported "international control," it was clear that he was using this phrase in the Russian sense of "inspection" or "auditing" rather than in the Western sense, which calls for full powers of enforcement. In the Soviet view, the control organ's powers would be limited to recommendations made to the Security Council, where the Soviet Union would have its veto.

The Soviet representative also completely rejected the British-French memorandum without really discussing it and insisted on his own proposals. The first of these was the old Soviet one, so often rejected by the General Assembly, calling for an unconditional paper ban on weapons of mass destruction, an overall one-third reduction in armed forces by the Big Five, and the abolition of military bases on foreign territories. The second Soviet proposal, which the General Assembly had rejected in 1950, called for unconditional prohibition of the use of atomic weapons as a first step toward achieving the elimination of weapons of mass destruction from the armaments of states. The United Nations Charter already implicitly prohibits the use of atomic and other weapons in any "manner inconsistent with the purposes of the United Nations," and the unconditional prohibition of use proposed by the U.S.S.R. would not be safeguarded by any international controls. Furthermore, a prohibition against use does not prevent continuation of the steady stockpiling of atomic weapons.

A third Soviet proposal combined the first two and added to them the suggestions put forward by the Soviet Union in 1947 and 1952 for an international control organ. In 1954, as in 1947 and 1952, these suggestions were found wanting because the control organ's powers were too limited to insure compliance with disarmament obligations.

Ambassador Patterson epitomized the unrealistic and disingenuous character of the Soviet proposals in a statement before the subcommittee on June 15 in the following words:

Make a pledge without safeguards. Make promises without providing methods for observance of those promises. Say that you want safeguards, that you want international control, but evade any discussion of the practical methods of securing those controls. Propose plans that will disarm the West without disarming the Soviet bloc . . .

#### DISARMAMENT COMMISSION

The Disarmament Commission held a series of eight meetings in New York from July 20 to July 29 to consider the report of the subcommittee. In these meetings the United States, United Kingdom, Canada, and France reiterated their willingness to go ahead with any discussions that gave any promise whatever of progress toward the goal of world peace, while observing that for the present the Soviet Union appeared to have no real desire to negotiate on the subject of disarmament. The judgment of the Disarmament Commission, as indicated by major statements made by members of the Commission who had not taken part in the London discussions, was one of general approval of the initiative, flexibility, and cooperation shown by the non-Communist powers and regret that the Soviet Union had refused to give serious consideration to their proposals.

All five subcommittee members voted in favor of the Commission's report, which concluded with the "hope that the circumstances will facilitate the continuation of fruitful consideration of the question of disarmament, the capital importance of which, in conjunction with other questions affecting the maintenance of international peace, is recognized by all."

#### GENERAL ASSEMBLY CONSIDERATION

In his address of September 23, 1954, before the General Assembly, Secretary of State John Foster Dulles, referring to the London meetings, stated that the United States had reluctantly concluded that the Soviet Union had at present no serious desire to negotiate on the disarmament problem. At the same time, however, he reaffirmed that the United States would "continue to hope, and to seek, that the Soviet Union may ultimately come to cooperate on a program which could end the wasteful diversion of vast economic wealth and bring it into the constructive service of mankind."

*New Soviet Agenda Item*

On September 30, in his opening address to the General Assembly, Mr. Vyshinsky announced that the Soviet Union now accepted the British-French memorandum of June 11, 1954, as a basis for a draft international convention on disarmament. In an effort to highlight this decision as a new approach, the Soviet Union submitted a draft resolution and introduced for inclusion on the Assembly's agenda its own item on disarmament entitled "Conclusion of an International Convention or Treaty on the Question of the Reduction of Armaments and the Prohibition of Atomic, Hydrogen and Other Types of Weapons of Mass Destruction." This item was referred to the Assembly's Political Committee and considered concurrently with the Report of the Disarmament Commission.

The Soviet proposal called for the preparation of a draft treaty or convention "on the basis of the British-French proposals," including the following measures:

(a) Reduction of armaments, armed forces, and budgetary expenditures for military purposes, from the level existing on December 31, 1953, to an agreed level, 50 percent of the agreed reduction to take place within 6 months or 1 year; and the simultaneous establishment under the Security Council of a temporary international control commission to supervise these reductions.

(b) On completion of the above reduction, the following measures would be instituted simultaneously:

(i) the remaining 50-percent reduction of armaments, armed forces, and budgetary expenditures for military purposes to be completed within a second period of 6 months or 1 year.

(ii) a complete prohibition on the production, use, and holding of atomic, hydrogen, and other weapons of mass destruction; the elimination of such weapons from the armaments of states, and the conversion of existing atomic materials to peaceful uses.

(iii) the institution of a standing international organ for the supervision of the implementation of the disarmament treaty.

The question of an immediate prohibition of the "use of nuclear weapons except in defense against aggression," as proposed in the British-French memorandum, was to be studied and clarified by the Disarmament Commission.

The U.S. attitude toward the Soviet proposal was stated by Ambassador Henry Cabot Lodge, Jr., who said: "The Vyshinsky proposal on disarmament will, of course, receive our careful and earnest consideration. We are glad to see that the proposal seems to denote something of a change in the attitude of the U.S.S.R. toward two of the important principles which the United States has been trying for

years to get the Soviets to accept. These are, first, that nuclear weapons on the one hand, and conventional armaments and armed forces on the other, are all related parts of the total picture and must be dealt with in a balanced fashion; second, disarmament must be subject to the effective inspection and control which will protect the security of all states."

"At any rate," Ambassador Lodge said, "Mr. Vyshinsky's proposal appears to offer more hope than the attitude expressed by Mr. Malik in London just this past summer when he rejected out of hand the British-French memorandum, which included the two important principles I have just mentioned."

The British and French reacted to the ostensible Soviet shift of position with the same combination of hope and skepticism. The United Kingdom delegate, Minister of State Selwyn Lloyd, addressed a series of questions to Mr. Vyshinsky to determine to what extent the U.S.S.R. had actually accepted the British-French memorandum of June 11. A similar round of questions was asked by Jules Moch of the French delegation.

During the course of this debate in the Political Committee, three fundamental and basic differences emerged between the Soviet Union and the other members of the Disarmament Commission subcommittee.

The first of these related to the reduction of armed forces and non-atomic armaments.

The Soviet representative agreed that the reductions should take place in two stages with 50 percent in each stage, but made it quite clear in the debate that the Soviet Union favored a "proportional" reduction. In other words, the Soviet Union still favored an overall reduction of one-third, or of some such fraction, applicable to all countries—the type of reduction that under present circumstances would perpetuate the present imbalance of armed forces and conventional armaments in favor of the Soviet Union.

The second major divergence related to the powers of the international control machinery. The Soviet Union proposal of September 30 included a control organ with "full powers of supervision, including the power of inspection on a continuing basis to the extent necessary to ensure implementation of the convention by all states." This appeared to be a major shift in Soviet position, but upon questioning it became clear that the Soviet Union continued to insist, as it had since 1947, that all really important powers must be exercised by the Security Council and thus be subject to the veto.

The third fundamental difference related to the timing or phasing of the most important elements of the disarmament program. The Soviet Union was very evasive on this point but finally admitted that its position diverged from that of the British-French memorandum

of June 11, which provided that none of the various steps for reduction and prohibition would take place until the control organ was able effectively to enforce these specific steps.

In spite of these differences, Soviet acceptance of the British-French memorandum as a basis for further discussion gave some hope for a narrowing of differences on one point; namely, that a disarmament program could take place in successive phases, in which 50 percent of the agreed reduction in armed forces and conventional arms would occur before the prohibition of atomic weapons.

On October 14 Canada introduced a draft resolution which, at the request of the Canadians, was immediately cosponsored by France, the United Kingdom, and the United States. In addition to calling for further efforts to reach agreement on a comprehensive and coordinated disarmament plan, this resolution particularly suggested that the Subcommittee of Five be reconvened to seek an acceptable solution of the disarmament problem, taking into account the Anglo-French proposals of June 11, 1954, as well as other proposals. Negotiations with the Soviet Union produced changes of form in this draft that permitted it to accept cosponsorship with the other four members of the subcommittee.

The five-power resolution was adopted in the Political Committee on October 29 and in plenary on November 4 by unanimous vote—the first such vote on this subject since 1946. As finally adopted, it reaffirmed U.N. responsibility for seeking a solution and—

(1) Concluded that a further effort should be made to reach agreement on comprehensive and coordinated proposals to be embodied in a draft international disarmament convention providing for:

(a) The regulation, limitation, and major reduction of all armed forces and all conventional armaments;

(b) The total prohibition of the use and manufacture of nuclear weapons and weapons of mass destruction of every type, together with conversion of existing stocks of nuclear weapons for peaceful purposes;

(c) The establishment of effective international control, through a control organ with rights, powers, and functions adequate to guarantee observance of the agreed reductions of all armaments and armed forces and of the prohibition of nuclear and other weapons of mass destruction and to insure the use of atomic energy for peaceful purposes only.

The whole program, the resolution added, should be such that no state would have cause to fear that its security was endangered.

(2) Requested the Disarmament Commission to seek an acceptable solution of the disarmament problem, taking into account the various proposals made during the London subcommittee meetings, the Indian

suggestions for a moratorium on nuclear weapons tests and for greater publicity on the effects of these weapons, the most recent Soviet proposal, and any other proposals within the Commission's terms of reference.

(3) Suggested that the Disarmament Commission reconvene the Subcommittee of Five to continue to seek in private an acceptable solution.

(4) Requested the Disarmament Commission to report to the Security Council and General Assembly as soon as sufficient progress had been made.

The U.S. representative, Ambassador James J. Wadsworth, said that the United States welcomed this agreement and that he looked to the deliberations of the subcommittee to test the extent to which good faith animated the Soviet Union in its present approach to the disarmament problem. He noted that other delegations had openly recognized there was a "long and rocky road to travel" and said his Government pledged continued and constant efforts to achieve the common goal.

#### *Other Resolutions*

The debate on disarmament produced two additional resolutions, adopted by nearly unanimous votes, which referred to the Disarmament Commission the draft resolutions submitted by India and by Australia and the Philippines jointly.

The Indian draft resolution proposed that the General Assembly recommend to the Disarmament Commission that it study ways and means of establishing "an armament truce" pending agreement on a disarmament convention; procedures for effective cooperation with and the ascertainment of the views of states not members of the Commission; the discussion and suggestions on disarmament put forward in the General Assembly debate; and the determination of the factors that should govern the equitable reductions and levels of armed forces and conventional armaments in respect to both their quantum and character.

Referral of this Indian draft resolution to the Disarmament Commission was jointly sponsored by Canada, France, the U.S.S.R., the United Kingdom, and the United States and was adopted by a vote of 57-1 with no abstentions. The negative vote was cast by China, which believed that the proposal of an armament truce was unrealistic since without agreed controls there could be no effective enforcement.

The Australian-Philippine proposal requested the Secretariat of the United Nations to prepare a working paper for circulation to all members of the United Nations giving a documentary presentation of the positions of the great powers on various aspects of the disarma-

ment problem. Referral of the Australian-Philippine draft resolution to the Disarmament Commission was proposed by El Salvador, and was adopted by a vote of 56-0 with 2 abstentions.

#### RECONVENING OF THE COMMITTEE OF FIVE

The Disarmament Commission met on November 19 and, in response to the General Assembly resolution, decided to reconvene the Subcommittee of Five under the same rules of procedure as prevailed previously, which permitted the subcommittee freedom to make its own arrangements for carrying on its work. The subcommittee subsequently held a closed meeting on December 16 to make these arrangements.

The Commission also decided to circulate as an official document a note verbale, dated November 19, from the Government of India to the Secretary-General requesting that the Disarmament Commission take into consideration the proposals previously made by India to the Disarmament Commission and the General Assembly.

#### *Collective Measures Committee*

The General Assembly at its ninth session took positive action in the field of collective measures as well as on disarmament. After reviewing the report of the Collective Measures Committee, established by the "Uniting for Peace" resolution of 1950 to study ways to strengthen the U.N. collective security system, the Assembly extended the mandate of the committee for an indefinite period. This 14-nation committee, which includes the United States, had met during July and August 1954 to prepare its third report. Its members recognized that most of the exploratory and preparatory study in this field had been completed by the end of 1952. Two previous reports had detailed the types of collective measures available to the United Nations and considered how such measures could be effectively coordinated and how states could take steps to designate specific forces for possible future U.N. service, to make available assistance and facilities, and to prepare themselves for possible action through appropriate legislation and administrative arrangements.

In its third report, which was completed shortly before the convening of the ninth Assembly, the Collective Measures Committee singled out certain important principles of collective security for reaffirmation. The core of the committee's compendium of collective security principles derived principally from a working paper prepared by the Philippines and the United States and elaborated and amended by other members of the committee. The committee's purpose

in stressing certain principles of collective security was to keep before the members of the organization the essential requirements that should be met in the event of U.N. collective action in the future. These principles, derived from the valuable lessons learned from the U.N. action in Korea, are designed to facilitate the effective application of any future collective measures and to insure a more equitable sharing of burdens than in the Korean case.

The first principle contained in the committee's report underscores the importance of maximum participation in future collective measures by the greatest possible number of states. The second stresses the importance of maximum contributions of effective military forces. To this end, the committee recommended that states supporting U.N. collective measures should not only make their own contribution of effective forces but also should provide logistic support to states that want to contribute forces but are unable to provide for the equipment, training, or supplying of such forces from their own resources. The third principle points up the essential role of collective self-defense and regional arrangements or agencies within the framework of the charter in deterring aggression and creating conditions conducive to the maintenance of international peace and security. Implicit in the emphasis of this principle is a recognition that under present conditions member states of necessity are drawn together into voluntary collective regional partnerships under the charter to obtain for themselves the benefits and security that none can achieve alone and that the more universal but less well developed U.N. collective security system is unable to provide at the present time.

After a brief debate on the contents of the committee's report, the General Assembly at the ninth session adopted a resolution cosponsored by 12 member states, including the United States, which directed the committee to remain in a position to make further studies. Only the Soviet bloc opposed the resolution, which was adopted by the Assembly by an overwhelming vote of 48-5 (Soviet bloc) and 2 abstentions (India and Indonesia). The resolution also noted with approval the committee's report and in particular the principles contained in it.

## PEACEFUL SETTLEMENT AND OTHER EFFORTS TO IMPROVE INTERNATIONAL RELATIONS

Efforts of the United Nations in the political field during 1954 continued to be directed toward facilitating the settlement of disputes that might endanger international peace and toward adjusting dif-

ferences among states. These efforts have produced some success in certain areas; however, the complex political, historical, and other factors involved in many of these problems make progress in their solution of necessity painfully slow.

In Southeast Asia tension arising out of the fighting in Indochina led Thailand to appeal to the Security Council for U.N. observation; the Thai request was blocked by a Soviet veto. The negotiations in the summer of 1954 at the Geneva Conference, which ended the fighting in Indochina, were carried on outside the aegis of the United Nations, and the United States did not associate itself with the final declaration nor undertake to guarantee the cease-fire agreements. The Geneva negotiations for a peaceful settlement of the Korean question ended in a deadlock as a result of Communist intransigence. The General Assembly at its ninth session approved the position taken at Geneva by the U.N. side and the Republic of Korea. A new but related problem at the end of the year was the Chinese Communists' sentencing as spies 11 U.S. fliers shot down and captured while operating under the U.N. Command in Korea.

In Burma, the principal cause of friction along the frontier has been alleviated by the evacuation of some 7,000 irregular foreign troops. This evacuation took place in response to an Assembly resolution and through the joint efforts of Burma, the Republic of China, Thailand, and the United States.

The Security Council remained seized of the dispute between India and Pakistan over the disposition of the State of Jammu and Kashmir. U.N. observers continued to supervise the truce in the area, and direct negotiations between the two parties took place intermittently throughout the year without any visible progress toward a solution. Although there were indications in the fall of 1954 that Pakistan intended to ask for a resumption of Security Council consideration, no such request was made.

The maintenance of the uneasy armistice in Palestine was the subject of the majority of Security Council meetings in 1954. Some progress was made in the negotiations on a plan for the development of the water resources of the Jordan Valley in the interest of the economic welfare of the people in the area and the resettlement of Arab refugees.

In the European area, an agreement on practical arrangements to settle the Trieste problem was reached after extensive negotiations in London among the powers most directly concerned. The Security Council had been concerned with this question since 1948 and in 1953 postponed discussion pending the outcome of these negotiations. Italy, Yugoslavia, the United Kingdom, and the United States reported to the Security Council on October 5, 1954, that they had initialed on that day a memorandum of understanding by which the British-United States administration of Zone A was to be terminated

and the administration transferred to Italian authorities; Yugoslav military administration in Zone B was to be transformed into a civil administration. Minor boundary adjustments between the two zones had also been agreed to, and minority rights had been guaranteed. Steps have been taken to carry out these arrangements, which the Soviet Union advised the Security Council that it accepted.

The Four Power Conference in Berlin in the winter of 1954 did not advance the solution of the German and Austrian questions. The United Nations Commission on elections in Germany remained inactive because of Communist unwillingness to cooperate with it. The three Western powers reported to the General Assembly on November 19, 1954, on the way in which their efforts to obtain an Austrian state treaty had been frustrated by the Soviet Union.

Further improvement in the situation along the Greek frontier led the Balkan Subcommission of the Peace Observation Commission to withdraw its observers from the area at the request of Greece.

In the Guatemalan case, the Security Council was called upon for the first time to consider a problem arising within the sphere of the Organization of American States. The effect of the Council deliberations was to underscore U.N. Charter provisions for efforts to settle local disputes through regional agencies before referring them to the Security Council.

A further debate in the General Assembly on the controversial questions of the North African protectorates and of South African racial policies again disclosed profound differences of opinion not only on the merits of these questions but also on the role of the United Nations in attempting to find peaceful solutions for them. The questions of Cyprus and Western New Guinea (Irian) were debated for the first time in the United Nations, but the Assembly did not take any position on the merits of these problems.

### *Communist Threat in the Far East*

#### KOREA

During 1954 there were renewed but unsuccessful efforts to achieve a settlement in Korea on the basis of the longstanding U.N. objectives—the achievement by peaceful means of a unified, independent, and democratic Korea under a representative form of government and the full restoration of peace and security in the area.

#### *Status of the Armistice*

The failure of the Geneva Conference in the spring of 1954 to achieve a Korean settlement did not affect the status of the Korean

Armistice Agreement, which remains in effect. It was possible during the year, with the approval of the United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK), to place under the administrative control of the Republic of Korea the area north of the 38th parallel taken in the hostilities.

#### MILITARY ARMISTICE COMMISSION

The Military Armistice Commission, composed of representatives of both sides and charged with the general supervision of the implementation of the Armistice Agreement and with the settlement through negotiations of any armistice violations, has continued to meet at Panmunjom, although Communist obstruction has prevented the Commission from carrying out many of its responsibilities. The Commission has been concerned with such matters as alleged violations of the armistice, e. g., illegal penetration of the territory under the control of the other side; information concerning unaccounted-for prisoners of war, discussed elsewhere in this report; the exchange of displaced civilians; the recovery of war dead from the territory of the other side; data on the rotation of personnel; and a variety of administrative matters relating to implementation of the armistice.

#### NEUTRAL NATIONS SUPERVISORY COMMISSION

The Neutral Nations Supervisory Commission (NNSC), whose members are Sweden, Switzerland, Czechoslovakia, and Poland, is required under the Armistice Agreement to supervise, observe, and inspect each side's compliance with the agreement and to investigate reported violations with respect to the introduction of reinforcing military personnel and equipment. Its activities, however, have been virtually paralyzed by the attitude of its Czech and Polish members and of the authorities in North Korea. From the outset these two members have not been "neutral" in their approach to the work of the NNSC and have frequently taken advantage of their joint veto to prevent the NNSC from investigating reported infractions in Communist-held territory. The conspicuous lack of good faith by the Communists in this regard has created an inequitable situation, since the NNSC has continued to carry on its work without similar impediment in the territory under military control of the U.N. Command. This fact has led representatives of the Republic of Korea to call for expulsion of the Polish and Czech members of the NNSC on charges of espionage and to public demonstrations.

On April 14, 1954, the Swiss and Swedish Governments delivered similar aide memoire in Washington and Peiping in which they stated that if, contrary to their understanding when they agreed to serve, the NNSC was to continue indefinitely they would have to re-

examine their participation. They pointed out that the provisions of the Armistice Agreement concerning the activities of the NNSC had not permitted it to carry out effective control and concluded by asking the parties to the agreement to study whether the Commission's activities should not be terminated and by inquiring further whether the Geneva Conference might not provide the occasion to examine and solve the problem.

Early in May the Swiss and Swedish members of the NNSC informed the Military Armistice Commission that in their view the situation was unsatisfactory because of the attitude taken by the Communists and because of imperfections in the provisions of the Armistice Agreement. They suggested that adjustments should be considered by the Military Armistice Commission. During the ninth General Assembly's consideration of the Korean item, the Swedish representative reviewed the NNSC situation and repeated that his Government would have to reexamine its participation in the NNSC unless there were some prospect that the Commission would not continue indefinitely or unless the rules governing the activities of the Commission were modified so that the Commission could actually carry out effective control.

#### REGROUPING OF FORCES

On December 26, 1953, President Eisenhower announced that U.S. ground forces in Korea would be progressively reduced as circumstances warranted. This action was made possible by the increased capabilities of the Republic of Korea armed forces and by the Joint Policy Declaration issued upon the signing of the armistice by the nations that had contributed military forces to the United Nations side, which made clear that they would be united and prompt to resist any renewal of armed attack against the Republic of Korea. The United States has been engaged in gradually regrouping its forces in the Far East, reducing those in Korea to two divisions. Some of the other U.N. members who contributed forces to the U.N. Command have likewise during 1954 withdrawn part of their forces from Korea.

#### NEUTRAL NATIONS REPATRIATION COMMISSION

The Neutral Nations Repatriation Commission, which was charged with the responsibility of dealing with the prisoners of war who had not chosen to be repatriated, went out of existence at midnight February 21, 1954. However, there remained 88 former prisoners (76 Koreans and 12 Chinese) who desired settlement in neutral countries. They were taken to India, which subsequently sought the assistance of the U.N. Secretary-General in ascertaining what neutral states might be willing to receive them. In a memo-

random to the ninth General Assembly on November 29, the Secretary-General explained that, according to the latest information, 52 ex-prisoners had opted for Mexico; 34 desired to remain in India, one wished to be sent to the Republic of Korea, and one had been repatriated to Communist China. The memorandum suggested that the General Assembly should consider the possibility of reimbursing the Indian Government for the cost of their care and maintenance. The Assembly took no action on this matter, however, since the Indian representative submitted, but almost immediately withdrew, a proposal that would have requested the Secretary-General to assist the Indian Government in the earliest possible final disposition of the prisoners to those countries of their choice that will accept them. He explained that his Government nevertheless reserved the right to request the Assembly's assistance in caring for the nonrepatriates who remained in India.

### *The Geneva Conference*

Following the breakdown of direct negotiations between representatives of the U.N. Command and of the Communists at Panmunjom on the arrangements for the political conference recommended in paragraph 60 of the Armistice Agreement, the Foreign Ministers of France, the U.S.S.R., the United Kingdom, and the United States reached agreement at Berlin on February 18, 1954, on plans for a political conference on Korea to convene in Geneva April 26 "for the purpose of reaching a peaceful settlement of the Korean question." The agreement was consistent with the Assembly's resolution of August 28, 1953, regarding a Korean political conference. The four powers agreed further that the conference should include "representatives of the United States, France, the United Kingdom, the U.S.S.R., the Chinese People's Republic, the Republic of Korea, the People's Democratic Republic of Korea and the other countries the armed forces of which participated in the Korean hostilities and which desire to attend." Only the Union of South Africa declined to participate. The conference convened as scheduled and discussed the Korean question for nearly 2 months without making any progress toward an agreement. By then it was clear that the Communists remained unwilling to abandon the inflexible position that has frustrated U.N. efforts to unify Korea since 1947.

The 16 allied delegations—the 15 U.N. members with forces in Korea and the Republic of Korea—took the position that two principles were fundamental to agreement on the unification, independence, and freedom of Korea. These two principles, as stated in the final

declaration issued on June 15 by the states participating in the conference on behalf of the United Nations, were:

- "1. The United Nations, under its Charter, is fully and rightfully empowered to take collective action to repel aggression, to restore peace and security, and to extend its good offices to seeking a peaceful settlement in Korea.
- "2. In order to establish a unified, independent, and democratic Korea, genuinely free elections should be held under United Nations supervision for representatives in the National Assembly, in which representation shall be in direct proportion to the indigenous population in Korea."

The Communists would not agree to any formula that would permit unification on the basis of genuinely free elections under U.N. auspices. They insisted upon plans that in effect gave the Communists two opportunities for a veto: first, the Communist North Korean regime was to have a veto in the arrangements for unification by requiring equal representation from North and South Korea in the commission to arrange for all-Korean elections, despite the disparity in population; and second, the elections were to be supervised by an international commission composed of an equal number of Communist and non-Communist representatives which would function on the basis of unanimity. They alleged that the United Nations, as a belligerent in Korea, had disqualified itself. As in the past, they also insisted on the withdrawal of all foreign troops from Korea before elections were held.

In view of the unqualified Communist rejection of the two basic principles—U.N. supervision and free elections—the 16 allied delegations on June 15 broke off the negotiations. At that time they issued a declaration which stated the two principles set forth above and recorded the earnest and patient search of the 16 for a basis for agreement in accordance with U.N. objectives. The declaration concluded that "so long as the Communist delegations reject the two fundamental principles which we consider indispensable, further consideration and examination of the Korean question by the Conference would serve no useful purpose."

Pursuant to the General Assembly's resolution of August 28, 1953, the 15 U.N. members who had participated in the Geneva Conference submitted a report to the Secretary-General emphasizing that the allied delegations had refused to accede to the Communist repudiation of the authority and competence of the United Nations in Korea, since it was believed that to have done so would have gravely undermined the principle of collective security under the United Nations. The report also underlined the importance of genuinely free elections

to the achievement of U.N. objectives in Korea, since they represented the only means by which the Korean people could express their will without fear of coercion, and stressed that such elections could be assured only by impartial and effective supervision under the authority and auspices of the United Nations. The report concluded with an expression of hope that, through Communist acceptance of the two fundamental principles, U.N. objectives in Korea might yet be achieved.

The report explained that in the view of the participants the Geneva Conference was in effect the conference referred to in article 60 of the Korean Armistice Agreement and in the Assembly's resolution of August 28, 1953.

*Consideration at the Ninth General Assembly*

The General Assembly began discussion of the Korean item December 1, 1954. At the very outset the Soviet representative proposed inviting representatives of the North Korean and Chinese Communist regimes to participate in the committee's deliberations. Thailand submitted a proposal to invite representatives of the Republic of Korea. Ambassador James J. Wadsworth, U.S. representative, supported the Thai proposal and vigorously opposed the Soviet move, pointing out that the two Communist regimes who were guilty of aggression in Korea had no right to participate. The Political Committee decided to give priority to the Thai resolution, which was adopted by 43 votes to 5 with 10 abstentions. The Soviet proposal, in amended form, was decisively rejected.

Ambassador Wadsworth stated that the United Nations faced a new threat in the Communist challenge to its authority to take collective action against aggression. While collective action had successfully repelled the Communist aggression in Korea, he pointed out that country "continued to be a nation divided, its northern half still held in the ruthless grasp of the very forces which perpetrated the aggression." In these circumstances, the United Nations had a continuing responsibility toward Korea.

Ambassador Wadsworth reviewed the events leading up to the Korean Political Conference and described the negotiations at Geneva. There was never any indication, he said, that the Communists were prepared to alter the status quo in Korea, "except on a basis which would have assured them by political means the conquest of Korea which they failed to gain by military aggression." He made clear that the United States was not prepared to undertake new negotiations in the absence of a change in the Communist position, for this would court a new failure, the result of which would be a damaging blow to the prestige and authority of the United

Nations and to the morale of the Korean people. He pointed out that there could be no Korean settlement not responsive to the freely expressed will of the Korean people.

Before the committee were two proposals submitted by the U.S.S.R. on December 1, an Indian proposal submitted on December 2, and a 15-power proposal submitted on the same day by the U.N. participants in the Geneva Conference. One Soviet proposal provided for an expression by the Assembly that the states concerned should continue their efforts to reach agreement on a Korean settlement and to that end convene a conference of interested states at an early date. The other called for the termination of the United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK), which continued to represent the United Nations in Korea during 1954.

The Indian proposal reaffirmed the U.N. objectives in Korea; recognized that they should be achieved by peaceful methods and constructive efforts on the part of all concerned; expressed the hope that progress toward a Korean settlement would be made; requested the governments concerned to take note of the resolution; and finally, asked the Secretary-General to place the Korean question on the agenda of the General Assembly's 10th session.

The 15-power resolution likewise reaffirmed the U.N. objectives and expressed the hope that it might soon prove possible to make progress toward their achievement. In addition, and most important, under the first operative paragraph the General Assembly approved the report on the Korean Political Conference. It also requested the Secretary-General to place the item on the agenda for its 10th session.

In the committee discussion the representatives of the Communist bloc maintained the position taken by the Communists at Geneva. The overwhelming majority of members strongly supported the allied position and agreed that at this juncture the most appropriate action the United Nations could take was simply to make clear that it approved the position taken by the allied delegations at Geneva. The Indian proposal had a major defect in this respect because it failed to endorse the report of the allied delegations which might lead to the inference that the United Nations did not support its conclusions. This was the primary difference between the Indian resolution and the 15-power text, and several delegations appealed for a merger of the two.

At the conclusion of the debate, Sen. H. Alexander Smith, U.S. representative, observed that the discussion made the situation perfectly clear. The Communists were still insisting upon a settlement that would make Korea a Communist satellite. While expressing appreciation for the efforts of the Indian representative to promote

a peaceful settlement, he pointed out that the Indian resolution not only did not approve the allied report but it also did not clearly reflect the important U.N. role in Korea. The sponsors of the 15-power resolution, he stated, believed that it was essential to reassert in a clear-cut manner the overall responsibility and objectives of the United Nations in Korea. He reemphasized that the United States believed that there was no point in further discussions "until the Communists have given evidence that they mean to negotiate on the sound basis of moral principles and the United Nations responsibility." He made it clear, however, that the door was not closed to further negotiation on a constructive basis.

Following adoption of a Turkish motion to give priority to the 15-power proposal, the committee adopted that text by a vote of 50 to 5 with 4 abstentions. In these circumstances, the Indian representative did not press for a vote on his proposal. The U.S.S.R. had previously announced its support of the Indian proposal and stated it would not request a vote on its proposal for another Korean conference.

The Assembly considered the committee-recommended resolution on December 11 and adopted it by a vote of 50 to 5 (Soviet bloc) with 4 abstentions. The Assembly rejected the Soviet proposal to abolish UNCURK by a vote of 48 to 5 with 3 abstentions.

#### U. N. COMMAND PERSONNEL DETAINED BY COMMUNISTS

On November 24, 1954, the Chinese Communist radio at Peiping announced that a military tribunal had tried and sentenced to prison terms of 4 to 10 years 11 officers and men from a U.S. Air Force B-29 type plane. The plane had been shot down January 12, 1953, in the course of a U.N. Command combat mission in Korea and the surviving members of its crew taken prisoner by the Communists.

The Communist announcement evoked a wave of indignation in the free world, and particularly in the United States. The continued detention of U.N. Command personnel was a direct and flagrant violation of the obligation in the Korean Armistice Agreement to repatriate all prisoners willing to be repatriated. As a first step, the United States, whose nationals were involved, endeavored to take the matter up through diplomatic channels. Direct representations in Geneva and representations through diplomatic representatives of the United Kingdom in Peiping were rejected.

The next step was clear. The detained prisoners of war were serving in behalf of the United Nations in Korea, and the organization had a positive obligation to do everything possible to bring about their release. Accordingly, on December 4 the United States, in its capacity

as the Unified Command, proposed, as an urgent and important matter, inclusion of a new item on the Assembly's agenda entitled "Complaint of Detention and Imprisonment of United Nations Military Personnel in Violation of the Korean Armistice Agreement."

This action followed upon a series of efforts that had been carried on without success ever since the completion of the main exchange of prisoners of war in Korea in September 1953 to induce the Communists to account for all U.N. Command personnel who there was reason to believe were in their custody at one time and who had not been repatriated or satisfactorily accounted for. The hope was to bring about the release of any personnel still remaining in Communist custody.

In September 1953 the U.N. Command representatives in the Military Armistice Commission submitted to the Communists a list of 3,404 names of U.N. Command personnel still unaccounted for, including the names of the 11 airmen. This list was revised periodically on the basis of new information. On five separate occasions the U.N. Command, in accordance with the provisions of the Korean Armistice Agreement, raised this matter in the Military Armistice Commission but was unable to elicit any information whatsoever. The Communists insisted flatly that they had repatriated all captured personnel. Complementary efforts through diplomatic channels were also unavailing.

The United States raised this matter again in direct talks with the Chinese Communists during the Geneva Conference. U.S. Ambassador U. Alexis Johnson submitted to Wang P'ing-nan, the Secretary General of the Chinese Communist delegation, comprehensive lists of various categories of both military and civilian personnel who, according to our best information, had been prisoners of the Chinese Communists and requested that they be accounted for or released. Included in these lists were the names of the 11 airmen whose sentences the Peiping radio announced in November. On June 15 the Chinese Communist spokesman admitted that Communist China continued to hold some U.S. military personnel in China for alleged "violation of Chinese territorial air," and on June 21 he specifically acknowledged the detention of the 11 airmen and also of 4 jet pilots allegedly shot down over Chinese Communist territory. Five months passed without any further information concerning any of the individuals believed to remain in Communist custody.

Ambassador Lodge stated in the General Committee of the Assembly on December 6 that the decision to request Assembly consideration resulted from "exhaustive consultations with all the other United Nations members whose forces fought in Korea and who agree wholeheartedly on the urgent need for this step." He urged the United Nations to act promptly and with determination to bring about the

release of the 11 airmen and all other captured military personnel still detained and pointed out the importance of making clear that the United Nations would not let down those men who had fought in Korea at its call.

The Soviet representative opposed consideration of the item on the ground that the airmen could not be regarded as prisoners of war. He contended that they had been captured in the territory of China, which he asserted was not a belligerent in the Korean conflict or a party to the Armistice Agreement. He also insisted that they had been engaged in espionage and subversion. The representatives of Burma and Syria doubted the propriety of Assembly consideration since the Armistice Agreement provided for the settlement of violations by the Military Armistice Commission and indicated that for this reason, despite Ambassador Lodge's view that this alternative had been exhausted, they would abstain on the proposal to include the item on the agenda.

The General Committee decided, by 10 votes to 2 (U. S. S. R. and Czechoslovakia) with 2 abstentions, to recommend inclusion of the item in the agenda and, by the same vote, to deal with it directly in the plenary.

On December 7 Ambassador Lodge sent a supplementary communication to the Secretary-General for submission to all members referring to four additional American airmen, all jet fighter pilots, who were shot down on combat missions in Korea and whom the Chinese Communists admitted they continued to hold.

In supporting the General Committee's recommendations in the General Assembly on December 8, Ambassador Lodge pointed out that the case involved "mistreatment by Chinese Communist authorities of Americans and other U.N. military personnel engaged on a U.N. mission, where the mistreatment was in violation of an international agreement." He reviewed the various efforts made by the U.N. Command to obtain an accounting from the Communists for unrepatriated U.N. Command personnel, informing the Assembly that finally on August 17, 1954, a revised list of 2,840 names was presented to the Communists in the Military Armistice Commission which they refused to accept.

The Soviet, Czech, and Polish representatives, opposing inclusion, continued to argue that the airmen were engaged in espionage and that the Communist Chinese regime was within its rights in trying and convicting them. In particular, the Soviet representative made much of the point that in addition to the airmen the Chinese Communists had sentenced two civilians, who he alleged were intelligence agents. These two, as Ambassador Lodge explained, however, were not included in the item before the Assembly, since their relationship to the U.N. Command was not clear.

The British representative ridiculed the contention that the 11 airmen, in uniform at the time of capture, were spies. He also exposed the hollowness of the assertion that the Chinese Communists were not bound by the Korean Armistice Agreement in light of the actual record of Chinese Communist activities in connection with Korea before and after signature of the armistice.

The recommendation of the General Committee to place the item in the agenda was adopted by 48 votes to 5 with 4 abstentions, and that for direct plenary action by 44 votes to 5 with 8 abstentions.

In the meantime, the 16 states whose forces had participated in the Korean action had submitted a draft resolution under which the Assembly would declare that the detention and imprisonment of the 11 airmen and of all other captured U.N. Command personnel desiring repatriation was in violation of the Korean Armistice Agreement; would condemn as contrary to the armistice the trial and conviction of prisoners illegally detained after September 25, 1953; and would request the Secretary-General in the name of the United Nations to seek the release, in accordance with the armistice, of these 11 airmen and all other U.N. Command personnel still detained and to make "continuing and unremitting efforts to this end and to report progress to all members on or before 31 December 1954."

Opening the substantive discussion, Ambassador Lodge informed the Assembly that in addition to these 15 airmen (11 from the B-29 and the 4 jet pilots) there remained 470 Americans of the U.N. Command who were not accounted for by the Communists. This figure was exclusive of unaccounted-for personnel from other U.N. members and from the Republic of Korea. He gave the Assembly full details concerning the mission of the aircraft manned by the 11 imprisoned airmen. The plane, bearing standard U.S. Air Force markings with all personnel in uniform carrying required identification documents, had been dispatched from Yokota Air Base, Japan, to conduct leaflet operations in North Korea. It was operating as a part of and directly in support of U.N. Command operations. At his request a map was made available to all members showing the course of the aircraft and the places in North Korea where radar showed it was attacked by 12 enemy fighters and where it was last sighted on radar. He also described the missions of the four jet aircraft and the circumstances under which they had disappeared.

Ambassador Lodge emphasized that the continued detention by the Communists of any prisoners of war desiring repatriation was a clear-cut violation of the Korean Armistice Agreement. The Communists, he observed, in a meeting of the Military Armistice Commission on August 31, 1953, had affirmed that they would repatriate all captured personnel who insisted upon repatriation, including those prisoners

who were charged with committing crimes before or after capture. This undertaking they had clearly violated.

Ambassador Lodge urged adoption of the 16-power draft resolution by an overwhelming vote to "make clear the Assembly's view that the continuing detention of prisoners of war by the Chinese Communists is contrary to the Korean Armistice Agreement" and to "engage the moral force of the Assembly to bring about the release of prisoners unlawfully held." The United States believed, he concluded, that "it is proper and necessary for the United Nations to insure that the rights of its fighting men shall be upheld, and that the authority and dignity of the United Nations itself shall be preserved."

The 16-power resolution was strongly supported as opening the door to settlement by negotiation and as a way in which the Assembly could manifest the collective responsibility of the organization and appeal to world public opinion to assist in securing the release of the men. While several delegations questioned the propriety of the condemnatory paragraphs of the joint resolution on the ground that they might frustrate the objective of obtaining the release of the prisoners, most members considered that these provisions were fully justified by the facts. The Indian representative, however, while not discussing the substance of the case, criticized what he termed the hasty and unusual procedure and suggested that the Assembly's action might aggravate an already delicate situation. He also criticized the Assembly for trying to function in this case without the major participant present. Both he and the Indonesian representative indicated the intention of their delegations to abstain on these grounds.

The Soviet bloc continued to argue that the complaint was groundless. In addition to the allegations and contentions previously advanced, the Communists now argued that the item was a deliberate maneuver to divert public attention from the overall Far Eastern situation and to make international cooperation more difficult. They also contended somewhat inconsistently, first, that the Chinese Communists were not bound by the Armistice Agreement but, second, that the machinery provided in the Armistice Agreement should have been utilized. The irrelevance and lack of substance in these Communist arguments were effectively exposed by a number of delegations.

On December 10 the 16-power resolution was put to the vote. It was adopted by the impressive majority of 47 to 5 (Ukrainian S.S.R., U.S.S.R., Byelorussian S. S. R., Czechoslovakia, Poland) with 6 abstentions (Yemen, Yugoslavia, Afghanistan; Burma, India, Indonesia). The whole case had taken less than one week.

Dag Hammarskjöld, Secretary-General, immediately announced that he would assume the responsibility imposed upon him by the resolution and would do everything within his power to serve the interests of the organization. Shortly thereafter he announced his inten-

tion to visit Peiping to discuss the matter directly with Chinese Communist officials, and left New York on December 30. At the time of his departure he reported that he believed personal talks with Chou En-lai might prove helpful and repeated that he would do his best, "bearing in mind not only the important international interests so plainly involved, but also the very personal interests of the individual human beings and their families that are at stake."

#### SOVIET ATTACK ON UNITED STATES PLANE

On September 4, 1954, a U.S. Navy patrol aircraft was attacked without warning and destroyed off the coast of Siberia by two Soviet fighter planes. One of the crew members was lost in the crash of the aircraft. In a note to the President of the Security Council on September 8, Ambassador Lodge stated that "the United States believes that this incident is of a type which might endanger the maintenance of international peace and security, and desires to bring this matter to the attention of the Security Council."

The Council met twice on September 10 to consider the matter, having decided to do so by 9 affirmative votes. The U.S.S.R. voted negatively, and Lebanon abstained.

In his opening statement Ambassador Lodge pointed out that the U.S. aircraft was on a routine mission over the Sea of Japan, a mission involving the defense of Japan pursuant to the security treaty between the United States and that country. Ambassador Lodge stated that the U.S. aircraft had never approached closer than 43 miles to the Siberian coast and that the United States considered its destruction to be a wanton violation of the obligations undertaken by the Soviet Union under the charter of the United Nations. He cited a series of similar incidents in which U.S. planes and lives had been lost and pointed out that aircraft of Sweden, Great Britain, France, and Belgium had also been victims of hostile attacks by the Soviet Union. In each case when an American aircraft was attacked, Ambassador Lodge reported, the United States had sought a peaceful settlement through diplomatic negotiations, but the Soviet Union had refused to cooperate in any effort to reach a settlement. Ambassador Lodge stated that the United States had asked and would continue to ask that the Soviet Union negotiate in good faith on a bilateral basis for a settlement of the claims presented by the United States and, if a settlement could not be arrived at in this manner, that the U.S.S.R. consent to impartial adjudication of the issues by the International Court of Justice. In conclusion, Ambassador Lodge indicated that the United States had brought the case to the Council in the belief that "discussion of this issue in this organ of the United Nations should lead to a speedy and more equitable solution of the case at hand" and ex-

pressed the hope that the discussion might help to prevent similar incidents in the future.

The Soviet representative contended that the U.S.S.R. had acted in legitimate self-defense and that the U.S. aircraft had violated the Soviet frontier on a mission to probe its radar defenses. He attempted to buttress his distorted version of the situation by making much of the fact that an earlier U.S. report on the location of the incident had been erroneous. The Soviet representative denied that the case involved a dispute threatening international peace and indicated that he would vote against any proposal reflecting the U.S. point of view even if such a vote was interpreted as a veto. He sought to place all responsibility for this and previous incidents on the United States and called for an end to U.S. patrol missions near Soviet frontiers.

Nine other members of the Council spoke in support of the U.S. position. They condemned the U.S.S.R.'s practice of attacking without warning planes approaching anywhere near its frontiers and called for greater prudence and restraint to prevent such incidents. All agreed that such incidents should be settled by direct negotiation and if necessary, by submission to the International Court of Justice. The United States had not requested any decision of the Security Council, and the President indicated that the Council would reconvene to consider the matter further "if and when any delegation so requested."

In a letter dated September 27, 1954, Ambassador Lodge informed the members of the Security Council of a note of September 25, 1954, in which the U.S. Government had presented a formal claim against the Soviet Government "on account of the destruction by Soviet aircraft of a U.S. Air Force B-29 aircraft off Hokkaido, Japan, on October 7, 1952," and had invited that Government, "if it denies liability, to join in submitting this matter to the International Court of Justice." A similar note to the Soviet Government dated October 9, 1954, and dealing with the destruction by Soviet planes of a U.S. Air Force B-50 aircraft over the Sea of Japan on July 29, 1953, was brought to the attention of the members of the Council by Ambassador Lodge in a letter dated October 11, 1954.

In complete disregard of world opinion as expressed by members of the Security Council, Soviet planes on November 7, 1954, attacked and destroyed another U.S. B-29 aircraft over the Hokkaido area of Japan.

#### SOVIET CHARGES OF UNITED STATES AGGRESSION

Inspired by a desire to avoid increasing tension during the disarmament discussions at the ninth General Assembly, its General Committee on October 19, 1954, at the suggestion of the United Kingdom, decided to postpone for 14 days consideration of inscription of a Soviet

item entitled "Acts of aggression against the People's Republic of China and responsibility of the United States Navy for those acts." When 2 weeks later the General Committee recommended inclusion of the item, the United States did not oppose inscription because of its belief that baseless propaganda charges of this nature should be exposed and rejected. The Chinese delegation made clear that in its view the item should not be inscribed. The Chinese representative told the General Committee that the threat to peace in the Far East came only from world communism and that throughout a period of 150 years relations between China and the United States had been a model for all countries.

Opening the debate in the *Ad Hoc* Political Committee on December 9, the Soviet representative charged that the United States had "seized" the island of Formosa and strengthened its "occupation" by concluding the recent Mutual Defense Treaty with the Republic of China. He further charged that the U.S. Navy and Air Force took part in aggression against Communist China and supported aggressive acts such as raids by Chinese Nationalist forces against coastal areas and interference with merchant shipping. The Soviet representative supported what he called "the sovereign right" of the Chinese Communists to "liberate" Formosa, and submitted a draft resolution under which the Assembly would condemn these alleged acts of aggression and recommend that the United States put an end to these acts.

Speaking for the United States, C. D. Jackson referred to the repeated threats by Chinese Communist officials, supported by Soviet spokesmen, that they would forcibly "liberate" Formosa and to the Chinese Communist bombing of Quemoy and the Tachen Islands as clear evidence that the Communists do not in fact desire to relax the tensions in the Far East. Mr. Jackson pointed out that the limited number of U.S. military personnel on Formosa is stationed there at the request of the Chinese Government. He explained that the mission of the 7th Fleet in the Formosa area as prescribed by the President of the United States is to prevent aggression and to promote stability. Similarly, the Mutual Defense Treaty between the United States and the Republic of China is defensive and directed against threat to the security of the treaty area.

The Chinese representative also refuted in detail the charges against the United States and declared them totally groundless. He explained that the action taken by the armed forces of the Republic of China following the bombardment of Quemoy by the Communists was in the nature of retaliation against Communist aggression.

In the debate strong opposition was voiced to the Soviet charges and proposal by the representatives of the United Kingdom, Australia, Belgium, Canada, Chile, Colombia, Cuba, the Union of South

Africa, France, New Zealand, Peru, and Thailand. The Indian representative declared that the condemnation proposed in the Soviet draft resolution would not be likely to bring about a peaceful settlement in the area and considered that the only constructive approach was the path of negotiation and conciliation. The only support for the U.S.S.R. came from representatives of the Soviet orbit.

In the committee vote on the Soviet draft resolution, only the first preambular paragraph, noting that as a result of the cessation of hostilities in Korea and the restoration of peace in Indochina favorable conditions had been created for the settlement of other outstanding international problems, received majority support. The remaining paragraphs of the resolution were rejected by 39 votes to 5 (Soviet bloc) with 7 abstentions (Afghanistan, Burma, Egypt, India, Syria, Yemen, Yugoslavia). As all the operative parts of the draft resolution had been rejected, the resolution as a whole failed.

The U.S.S.R. resubmitted its proposal in plenary on December 17 where it was again rejected, this time by the larger vote of 44 to 5 with 8 abstentions.

#### SOVIET CHARGES OF VIOLATION OF FREEDOM OF NAVIGATION

On October 5, 1954, the General Committee of the Assembly decided, by a vote of 9 (China, U.S.) to 2 (U.S.S.R., Czechoslovakia) with 3 abstentions, to postpone for a few days consideration of inscription of a Soviet item entitled "Complaint of Violation of Freedom of Navigation in the Area of the China Seas," which related in part to the seizure and detention of the Soviet tanker *Tuapse* by Chinese authorities. The proposal to postpone was made by the Chinese representative, who disclosed that his Government had under consideration a French offer of good offices in the *Tuapse* case made at the request of the U.S.S.R. When the General Committee on October 19 again considered the item, the Chinese representative indicated that his Government had accepted the French offer of good offices and proposed indefinite postponement, since more satisfactory results could be obtained through negotiations than through debate. The United States supported this proposal. The General Committee, however, decided by a vote of 7 to 5 (United States, China) with 2 abstentions to grant a further postponement of only 14 days, at the expiration of which the committee recommended inscription.

The Soviet representative submitted a resolution condemning the "piratical raids on merchant vessels" carried out in the China Seas by "naval vessels based on the island of Taiwan and controlled by United States authorities" as "a gross violation" of the principle of freedom of navigation on the high seas and calling upon the United

States to take the necessary steps to prevent such acts and to free the seized vessels and their crews. The representatives from the Soviet orbit referred specifically to the seizure by Chinese naval vessels of the Soviet tanker *Tuapse* and of the two Polish flagships *Praca* and *President Gottwald*. They charged that these ships and their crews (with the exception of some Polish seamen repatriated to Poland) were still being held in Formosa and the crews subjected to violence.

The Chinese representative explained that his Government, a target of international communism since the end of World War II, could hardly be blamed for exercising the recognized right of self-defense in the struggle for its very existence. He stated that the papers seized on the two Polish flagships confirmed Chinese Communist interests in these two ships and that the Soviet tanker *Tuapse* had been carrying a cargo of petroleum, a strategic material within the terms of the General Assembly resolution calling for an embargo against the Chinese Communists. He emphasized that his Government had never refused, and would not refuse, to enter into negotiations in connection with incidents involving bona fide neutral merchant vessels and that the great majority of such incidents had in fact been settled in this way.

The U.S. representative, C. D. Jackson, denied any U.S. participation in the alleged activities of the Chinese Navy. He explained that U.S. naval aircraft activities in the area consisted of identification of all vessels in order to reveal the presence of ships whose mission might be hostile to the United States 7th Fleet, which was ordered by the President to patrol the waters around Formosa in order to prevent an attack on that island. He also explained that, in accordance with its general policy, the U.S. Government has authorized the entry into the United States of 22 crewmen of the two Polish ships, including the Captain of the *Praca*, who had asked for asylum.

A number of delegations pointed to the aggressive and propagandistic nature of the speeches by the Soviet orbit representatives. Strong opposition to the Soviet draft resolution was voiced by the representatives of the United Kingdom, Norway, Turkey, Thailand, Nicaragua, Colombia, South Africa, and New Zealand, principally on the ground that the charges against the United States lacked any foundation. Support was expressed for the principle of freedom of navigation on the high seas, and some criticism was voiced by British and South African representatives of measures taken by Chinese naval vessels with respect to foreign merchant shipping on the high seas. The United Kingdom representative also stressed the opposition of his Government to the Chinese Communist practice of interfering with foreign vessels.

A Syrian draft resolution calling on member states to adhere to the principle of freedom of navigation on the high seas and abstain

from acts that could be considered contrary to this principle received some support, particularly from the representatives of Egypt, India, and Indonesia. However, other delegations believed that there had not been adequate committee debate of the principles of international law governing the actions of states with regard to the regime of the high seas; while still other delegations indicated opposition to the Syrian draft on the ground that it offered, in effect, just another means for embodying Soviet accusations.

Representatives of Cuba, the Philippines, and the United States jointly offered a draft resolution transmitting to the International Law Commission the records of the debate on this item, including the Syrian draft resolution, in connection with the Commission's study of the regime of the high seas, and inviting member states to pass to the Commission their views on the principle of freedom of navigation on the high seas.

Prior to the voting the Soviet representative withdrew the Soviet resolution and indicated support for the Syrian draft. The committee then adopted the tripartite resolution by a vote of 35 to 5 (Soviet bloc) with 15 abstentions (Afghanistan, Argentina, Bolivia, Burma, Egypt, India, Indonesia, Iraq, Israel, Lebanon, Saudi Arabia, Syria, South Africa, Yemen, Yugoslavia). The Syrian representative did not press for a vote on his draft, indicating that he would be satisfied if it were transmitted to the International Law Commission.

The Assembly approved the tripartite resolution on December 17 by a vote of 39 to 5 with 14 abstentions.

#### THAI APPEAL

Fearing that foreign troops fighting in the 7-year-old Indochinese hostilities might cross over into Thai territory, Thailand requested the Security Council in a letter dated May 29, 1954, to provide observation of this situation under the Peace Observation Commission. The Council met on June 3 and over Soviet objection decided by a vote of 10 to 1 to place the Thai appeal on its agenda. At the same meeting, the Thai delegate was invited to take a seat at the Council table and explain his Government's apprehensions. In his speech the Thai delegate expressed his Government's concern over Viet Minh propaganda in Thailand and the further danger to Thailand of Viet Minh activities in neighboring Laos and Cambodia.

At a Security Council meeting on June 16, Thailand presented a draft resolution requesting that a subcommittee of the Peace Observation Commission (established by the General Assembly in 1950 for just such purposes) be set up to send observers to Thailand and, if necessary, itself to visit Thailand. The subcommittee would report to the Commission and to the Security Council, and if in its judgment

it became necessary to "visit also in states contiguous to Thailand," it would request the necessary instructions from the Commission or the Council. The Thai delegate pointed out that his present resolution represented a modification of the views he had expressed on June 3, when he suggested that the subcommittee could dispatch observers "to any part of the general area of Thailand".

With the exception of the Soviet representative, all who spoke felt that the Thai delegate had made a calm and dispassionate presentation of his case and that his request that objective reports be made to the Security Council was noncontroversial and reasonable. It was also pointed out that if the Soviet assertion that there was no threat to Thailand were correct, then the Peace Observation Commission subcommittee would confirm this.

The U.S.S.R., in objecting to inclusion of the Thai appeal on the agenda, had argued that all the permanent members of the Security Council (among which he included Communist China), together with the interested parties, were already considering the matter at Geneva and that Security Council consideration "might impede a successful solution of this problem at the Geneva Conference of Foreign Ministers." Subsequently the Soviet delegate insisted that it was no coincidence that the matter was brought before the Security Council at a time when encouraging progress was being made at Geneva. He accused the United States of instigating the Thai request because it wished to wreck the Geneva Conference and to intervene in Indochina under the banner of the United Nations as, he asserted, it had in Korea.

The U.S. representative, Ambassador Henry Cabot Lodge, Jr., supported the Thai request. He stated that in the opinion of the United States "it would be prudent and highly desirable to authorize the Peace Observation Commission to observe developments in the area of Thailand in order to provide the United Nations with independent reports on the danger to international peace and security caused by the conflict in Indochina." The lucid statement of the Thai delegate, he added, established beyond any doubt that tension in the area presented a serious threat to the peace and security of Thailand. That statement refuted the Soviet query, "What is the hurry?" Communist tactics of infiltration and propaganda were well known, and Thailand was well justified in requesting Peace Observation Commission observation of the facts. Ambassador Lodge also denied that the United States was in any way attempting "to do anything which could even remotely adversely affect the negotiations still continuing in Geneva." When the Thai resolution was put to a vote on June 18, it failed of adoption because of the Soviet veto. The Lebanese delegation abstained and the other nine Security Council members voted in favor.

Thailand then indicated to the Secretary-General of the United Nations in a letter dated July 7, 1954, that, because of the veto of its resolution in the Security Council, it was considering a request to reconvene the eighth session of the General Assembly to consider the Thai appeal. With regard to the date for such a session, Thailand indicated that it would communicate further with the Secretary-General "in the light of the developments now in progress with respect to the Indo-China situation."

Following the conclusion of the Conference at Geneva, Thailand in a second letter to the Secretary-General dated August 20, 1954, stated that Thailand would not press for a resumed session of the eighth Assembly, but reserved its right to raise the question during the ninth session. However, Thailand took no further action in 1954.

### *Foreign Forces in Burma*

The General Assembly had again on its agenda in 1954 the Burmese complaint against the Republic of China. In 1950 some 1,700 Chinese troops had retreated into Burma when the Chinese Nationalist Government withdrew to Formosa. Burma's complaint in 1953 that these foreign forces, which by then had grown to about 12,000, were engaged in depredations against the local population and in activities hostile to the Burmese Government was considered by the General Assembly both at its resumed seventh and at its eighth session. The Assembly condemned the hostile acts of the irregulars and declared that they should be disarmed and either agree to internment or leave Burma.

The Four Nations Joint Military Committee, set up in Bangkok on May 22, 1953, to recommend measures for repatriation and to supervise evacuation in accordance with the General Assembly resolution of April 23, 1953, was composed of the representatives of the United States, Burma, China, and Thailand. Burma withdrew from that committee on September 17, 1953, but continued to give it assistance. The three remaining nations continued their efforts, and the name was changed to the Joint Military Committee. As a result of the good offices of this committee, and with Burmese cooperation, evacuation of the foreign forces and their dependents to Formosa was begun in November 1953. On July 29, 1954, the Joint Military Committee was able to issue a press release stating that "the regular program of evacuation of Foreign Forces from Burma has now been completed." The release added that the committee had done its utmost to carry out the U.N. resolutions "and nearly 7,000 Foreign Forces and dependents have been evacuated, and those remaining have declined proffered opportunities to evacuate." The release concluded by stating that the

committee was "continuing to maintain evacuation facilities for the purpose of accommodating such individuals or groups as may present themselves for evacuation prior to September 1, 1954."

On September 18 the Foreign Office at Taipei issued its final public statement on the evacuation, asserting that those guerrillas who remained in Burma had unmistakably proved themselves beyond the influence of the Chinese Government and reiterating that that Government would neither maintain any relation with the guerrillas nor furnish them with any form of assistance or support; the Chinese Government could not be held responsible for their continued presence or any of their activities in Burma.

In a report to the ninth session of the General Assembly on September 28, 1954, the joint committee commented on the difficulties attending its work because the foreign forces were not subject to the control of the Chinese Government but noted the helpful influence of the Chinese Government in persuading some of the irregulars to be evacuated via Thailand to Taiwan. The committee's report indicated that, despite conflicting and recurrent allegations, almost 7,000 irregulars and their dependents had been evacuated. Over 1,300 weapons had been turned in for subsequent shipment to Taiwan and about 50,000 rounds of ammunition surrendered to the committee for destruction.

#### NINTH ASSEMBLY CONSIDERATION

In the debate that took place in the *Ad Hoc* Political Committee between October 11 and 15, 1954, the Burmese delegate expressed appreciation for all that had been done but maintained that about 6,000 irregulars still roamed Burma, engaged in the illegal growing and selling of opium and the counterfeiting of currency. He also contended that the remaining irregulars were better armed because those departing had left the bulk of their arms behind. He acknowledged, however, that the main bases of the foreign forces were now in Burmese hands.

The committee debate was moderate in tone, although Burma made certain accusations against the Chinese Government for having provided material support to the irregulars. These were denied by the Chinese delegate. Poland alleged that the United States was responsible for the situation. The U.S. representative, Charles H. Mahoney, rejected these unfounded charges and referred to the fact that Burma itself had thanked the United States for its efforts in the peaceful evacuation of the irregular forces from Burma.

The United States supported the Burmese desire to eliminate the foreign forces from its territory, and in his speech of October 12 Mr. Mahoney noted that the United States had taken the same position

even before the matter was brought up at the seventh session of the Assembly. He also pointed to the "substantial results" that had been achieved by the cooperation of Burma, Thailand, China, and the United States, adding that the committee's objective had been a limited one of trying to persuade, through international action, "as many irregulars as possible to leave voluntarily." This objective had been achieved, Mr. Mahoney said, and the remaining forces were scattered and disorganized.

Australia, Canada, India, Indonesia, New Zealand, Norway, Pakistan, Sweden, the United Kingdom, and Uruguay sponsored a resolution similar to the General Assembly's previous resolutions of April 23, and December 8, 1953. This resolution, as amended by Brazil, noted with satisfaction that nearly 7,000 persons had been evacuated, expressed the Assembly's appreciation to the United States and Thailand for their help in this evacuation, deplored the fact that considerable foreign forces still remained in Burma with a significant quantity of arms, declared that they should leave or submit to internment, assured the Government of Burma of the Assembly's continuing sympathy with and support of Burma's effort to bring about a solution of this serious problem, and urged all states to take the necessary steps to prevent the furnishing of any assistance that might enable the irregulars to remain in Burma.

Speaking in support of the resolution on October 14, Mr. Mahoney reasserted the U.S. interest in Burma's problem and its willingness to exchange views with the parties concerned regarding any measures suggested in keeping with the spirit and letter of General Assembly resolutions. The resolution was adopted both in committee on October 15 and in plenary on October 29, 1954, without a dissenting vote or abstentions, although China did not participate in the vote.

### *Cyprus*

Greece, in a letter of August 16, 1954, to the U.N. Secretary-General, requested inclusion on the agenda for the ninth General Assembly of the item "Application, under the auspices of the United Nations, of the principle of equal rights and self-determination of peoples in the case of the population of the island of Cyprus." At the eighth session the previous year, the Greek representative had informed the Assembly that Greece intended to bring the Cyprus issue before the United Nations unless the possibility of solution through direct Anglo-Greek discussions could be discerned. The United Kingdom firmly refused to recognize any right on the part of Greece to seek negotiations designed to find means of bringing about the eventual transfer of sovereignty over Cyprus, and Greece therefore proceeded

with the proposed course of action despite the apprehensions expressed by friends of both Greece and Britain.

## BACKGROUND

The Island of Cyprus came under British occupation and administration in 1878 by agreement between the United Kingdom and the Ottoman (Turkish) Empire shortly after the Russo-Turkish War of that period. In 1914, after the Ottoman Empire's entry into World War I against the Allies, Great Britain formally annexed the island. After the war, Turkey recognized Britain's annexation of the island by the Treaty of Lausanne, July 24, 1923, to which other Allied Powers, including Greece, were also parties. Cyprus has never been a part of modern Greece.

The population of the island is approximately 500,000, of which about four-fifths are Greek-speaking and members of the Greek Orthodox faith. The remainder are Turkish in origin and of the Moslem faith. The island has long had strategic importance in the eastern Mediterranean as a focal point for naval power and, more recently, for air power. Over the past few years, preexisting pressures have been reawakened in a revived campaign among the Greek-speaking Cypriots, and in Greece itself, for the union of Cyprus with Greece. The movement calling for such union, spearheaded particularly by representatives of the Greek Orthodox Church in Cyprus, is known as the "Enosis" movement.

Since 1950 these pressures have been increasing, with the result that Greek nationalist feeling has been strongly aroused at home, while the Greek Orthodox Church hierarchy in Cyprus—and Communist elements on the island—have joined in an otherwise unnatural combination to push the demand for union. In 1950 Greek Orthodox leaders held an unofficial "plebiscite" of the communicants of that faith in Cyprus, with the reported result that about 95 percent of the group polled expressed themselves as being in favor of union with Greece.

The United Kingdom, placing great importance on the strategic aspect of its position in Cyprus, especially in light of the recent Anglo-Egyptian agreement providing for British military withdrawal from the Suez Canal bases, has firmly resisted these pressures and has from time to time felt it necessary to threaten strong measures to discourage sedition or incitement to disorder.

In 1947-48 the British offered the Cypriots a quite liberal constitution under which self-government, through a predominantly elective legislative body, could be exercised. However, the Cypriots rejected this offer. When in the summer of 1954 the British announced their

intention of working out and applying a new constitution, it appeared that this would be less advanced than the one offered in 1948. Official British spokesmen urged that responsible Cypriots discuss and work with them on putting the new constitution into effect. However, as the convening of the ninth General Assembly drew near, initial opposition to British plans was expressed by Cypriot nationalists, the Orthodox Church leaders, and Communist groups on the island.

#### ASSEMBLY CONSIDERATION

On September 23, 1954, the General Committee of the Assembly considered whether to recommend placing the item on the agenda. The Greek representative pressed for its inclusion, referring to Greece's longstanding but fruitless efforts to settle the problem through direct negotiations with the United Kingdom. The United Kingdom representative, Minister of State Selwyn Lloyd, then warned of the dangers for the United Nations if a precedent were set for Assembly consideration of demands by one member for the transfer of sovereignty over territory recognized by treaty as belonging to another member. He also contended that the affairs of Cyprus were a matter of "domestic jurisdiction" so that article 2 (7) of the charter barred any U.N. discussion of the question. The General Committee decided, by a vote of 9 to 3 with 3 abstentions, to recommend inclusion of the question on the agenda. The United States abstained in this voting.

The Assembly approved this recommendation on September 24 after hearing statements by the representatives of Greece, the United Kingdom, and Turkey (the latter an interested power). The vote was 30 to 19 with 11 abstentions, among which were included the United States, India, Pakistan, Brazil, and Argentina.

The question was taken up in the Political Committee on December 14. The Greek delegation introduced a draft resolution which, after preambular references to the principle of self-determination, sought to have the Assembly express the "wish" that the principle be applied in the case of the population of Cyprus. On a point of order, the New Zealand delegate proposed a procedural resolution by which the Assembly would decide "not to consider further" the item on Cyprus. He expressed grave concern that detailed discussion of this question, which he felt involved essentially a territorial claim, would harm the friendly relations among the countries principally involved. He asked that priority both for purposes of discussion and of voting be given to the New Zealand proposal, explaining, however, that there was no intention of preventing the full expression of Greece's views on the question. The U.S. representative, Ambassador Henry Cabot

Lodge, Jr., supported both this request and the New Zealand proposal itself, at the same time emphasizing that the right of the Greek representative to make his statement should be fully protected. Ambassador Lodge said, in part, that the Cyprus problem—

... affects the interests and sentiments of nations and peoples with whom we feel the closest bonds of sympathy. Moreover, the welfare of much of the free world depends upon the maintenance of their historic friendship and mutual trust among each other.

The United States is convinced that the paramount task before this body is to dispose of this item so as not to impair that friendship and trust, because that continuing relationship and solidarity are vitally important to the peace and stability of the area of which Cyprus is a part.

Recognizing the deep emotions which have already been stirred by this issue, we believe that a prolonged consideration in this forum would only increase tensions and embitter national feelings at a time when the larger interests of all concerned are best served by strengthening existing solidarity among freedom-loving nations.

By a vote of 28 to 15 with 16 abstentions, the committee decided to grant priority to the New Zealand draft resolution. Following this decision, full statements of the Greek and Turkish positions were made and a briefer statement of the established position of the United Kingdom. The Greek representative reviewed, from the Greek point of view, the historical affinities between Greece and the Island of Cyprus, and appealed for recognition of the claim that the great majority of Cypriots desired an end to colonial rule and wished union with Greece. He denied that Greece was pressing a direct territorial claim at the expense of the United Kingdom. Rather, he asserted Greece felt impelled to champion before the United Nations what it believed to be the rights and wishes of the inhabitants of an island having linguistic, cultural, and religious ties with Greece.

The Greek arguments were challenged by the Turkish representative, who reminded the committee of the multilateral Treaty of Lausanne of 1923, by which British annexation of Cyprus had been generally recognized. Greece, he pointed out, was a signatory of that treaty. Asserting a strong Turkish interest in the island, because of its proximity to the Turkish mainland and because of the Turkish minority there, he warned against the harm which might be done by pressing this issue now that friendship between his country and Greece was beginning to take root. The Turkish representative therefore deplored what he regarded as Greece's unjustifiable agitation of the issue and expressed confidence in the United Kingdom's intentions and capacity to give Cyprus "autonomous administration" of its domestic affairs. The British representative confined his remarks largely to supporting the New Zealand proposal, pointing out the dangers in extended and substantive Assembly debate of this problem.

A number of Arab and Asian representatives supported the Greek

position. El Salvador and Ecuador, though expressing sympathy with the Greek point of view, showed a more cautious attitude. The Soviet bloc countries criticized British rule in Cyprus and announced support of the Greek position. The longer the discussion continued, the more apparent it became that efforts to involve the Assembly in substantive action would have a seriously disruptive effect on the relations between certain of the Western powers concerned. El Salvador and Colombia therefore proposed on December 15 an amendment to the New Zealand resolution in the form of a preambular clause which read: "Considering that, for the time being, it does not appear appropriate to adopt a resolution on the question of Cyprus."

When New Zealand, Greece, the United Kingdom, and Turkey all accepted this amendment, the New Zealand proposal, by which the Assembly would decide not to consider the item further, was approved in committee by a vote of 49 to none with 11 abstentions. On December 17 the General Assembly adopted the resolution by a vote of 50 to none with 8 abstentions. The United States voted in favor, as did the United Kingdom, Greece, and Turkey.

### *Guatemala*

On June 19, 1954, Guatemala sent a message to the President of the Security Council accusing Honduras and Nicaragua of perpetrating "open aggression" against Guatemala. The complaint alleged a series of provocative steps by Honduras and Nicaragua leading to incursion of an expeditionary force into Guatemala from Honduras and attacks by foreign-based military aircraft on Guatemalan territory. The Guatemalan message asked for an urgent meeting of the Security Council to adopt "measures necessary to prevent the disruption of peace and international security in this part of Central America." At the same time the Guatemalan Chargé d'Affaires in Washington, on specific instructions, addressed a similar appeal for action to the Inter-American Peace Committee, which met that same day and sent a copy of the Guatemalan complaint to the Honduran and Nicaraguan Ambassadors. At midnight on June 19, the chairman of the Peace Committee was requested by Guatemala's Foreign Minister to send a factfinding mission there immediately.

### PRECEDING DEVELOPMENTS

Shortly after World War II, the international Communist movement stepped up its worldwide program of attempted penetration and infiltration. In the Americas special efforts were made to gain in-

fluence and power in Guatemala where, using the themes of agrarian reform and of labor benefits, it managed in 1952 and 1953 to obtain a considerable degree of power in governmental affairs. By 1954 the Communist movement, by clever manipulation of the well-known "popular front" device, had brought most of Guatemala's political life within its grasp. In this campaign it was able to use as one of its main instruments President Jacobo Arbenz, who took office early in 1951. Arbenz surrounded himself with known Communist Party organizers, connived at progressive violation of the Constitution adopted in 1945, and used increasingly ruthless measures to suppress all opposition to the so-called Revolutionary Movement, the thin screen behind which the Communists operated and a "movement" which they controlled.

Guatemala also afforded the international Communist movement a laboratory in which to develop techniques of infiltration and subversion adapted to the conditions prevailing in other countries of the Western Hemisphere, and a base from which to project the experience gained. By 1954 evidence had mounted that Guatemalan Communist elements were engaging in subversive activity in the neighboring countries of Honduras, Nicaragua, and El Salvador. At the 10th Inter-American Conference held at Caracas, Venezuela, in March 1954, Secretary of State John Foster Dulles urged adoption of a resolution calling attention to the threat of "Intervention of International Communism in the Americas." On March 28, 1954, the Caracas Conference adopted a resolution that included the following declaration:

That the domination or control of the political institutions of any American State by the international Communist movement, extending to this hemisphere the political system of an extra-continental power, would constitute a threat to the sovereignty and political independence of the American States, endangering the peace of America, and would call for a Meeting of Consultation to consider the adoption of appropriate action in accordance with existing treaties.

The resolution also called for special measures by the American States to counteract Communist subversive activities in their territories.

It was against this background that delivery was made to Guatemala in May 1954 of a shipment of arms considerably in excess of the normal requirements of the country's armed forces, which were already much larger than those of its Central American neighbors. These arms were brought to Guatemala by a ship whose cargo was loaded at the Polish-administered port of Stettin, the entire transaction from Soviet-orbit suppliers to actual delivery involving fraudulent ship manifests and clandestine financing. At a news conference on May 25, 1954, Secretary Dulles said:

By this arms shipment a government in which Communist influence is very strong has come into a position to dominate militarily the Central American

area. Already the Guatemalan Government has made gestures against its neighbors which they deem to be threatening and which have led them to appeal for aid.

#### FIRST SECURITY COUNCIL CONSIDERATION

On Sunday June 20, the Security Council President for that month, Ambassador Henry Cabot Lodge, Jr., convened the Council in response to Guatemala's urgent request. The Guatemalan complaint was immediately accepted for the agenda, and representatives of Guatemala, Honduras, and Nicaragua were invited to participate in the meeting. The Guatemalan spokesman, Dr. Eduardo Castillo-Arriola, made a lengthy presentation of Guatemalan charges against the two neighboring countries, accusing them of setting in motion the insurgent forces that had seized control of certain portions of Guatemalan territory. The Guatemalan spokesman also imputed hostile feeling and designs against his Government to prominent individuals and groups in the United States. The Honduran and Nicaraguan spokesmen, indicating surprise at the grave accusations leveled against their countries, took the position that the whole situation should properly be referred to the Organization of American States (OAS).

Brazil and Colombia, the Latin American members of the Council, then jointly proposed a resolution which, taking note of the pertinent provisions of chapter VIII of the U.N. Charter and of the availability of inter-American organs, one of which Guatemala had already requested to act, would have referred the Guatemalan complaint to the Organization of American States "for urgent consideration," requesting also that the Security Council be kept informed of measures that might be taken by the regional system.

The Soviet representative argued against referring the problem to the inter-American system, insinuating that the United States was responsible for the situation. France's delegate suggested an amendment to the Brazilian-Colombian proposal to the effect that, without prejudice to measures that might be taken by the Organization of American States, the Security Council should call for an end to all actions and activities that might lead to further bloodshed and should urge all nations to abstain from granting aid to such activities. The British representative expressed support for the Brazilian-Colombian resolution with the French amendment and felt that the tradition of using existing regional agencies was "both reasonable and constructive."

Ambassador Lodge then stated the U.S. view. He recognized that any member, large or small, had the right to an urgent meeting of the Security Council even when, "as is sometimes the case," the Se-

curity Council might not be in the best position to deal directly with the situation. Pointing out that Guatemala as a member of the inter-American system had already requested action by that regional system, he maintained that the situation was "precisely the kind of problem which in the first instance should be dealt with on an urgent basis by an appropriate agency of the Organization of American States." He further pointed out that, while reports from the area were still fragmentary, information available suggested that what was involved was not aggression but "a revolt of Guatemalans against Guatemalans." Ambassador Lodge also reminded the Council that, for some time, the members of the inter-American system had been concerned over the trend of affairs in Guatemala because of its bearing on the maintenance of peace and security in the Americas. Repudiating the insinuations made by the Guatemalan spokesman against distinguished American citizens and public officials, and denouncing similar innuendos by the Soviet delegate, Ambassador Lodge concluded that the intended Soviet veto of the resolution under consideration could only betray evidence of Soviet designs on the Western Hemisphere.

Ten members of the Security Council then voted for the resolution formally referring the dispute to the inter-American system, the one negative vote being the Soviet veto. Thereupon the Council unanimously adopted a renewed French proposal for a call to terminate activities likely to lead to bloodshed.

#### CONSIDERATION BY ORGANIZATION OF AMERICAN STATES

The following day, June 21, Guatemala advised the Inter-American Peace Committee that it no longer desired action by the inter-American system. However, Honduras and Nicaragua, insisting on clearing up—in an inter-American forum—the serious accusations directed against them, requested an emergency meeting of the Peace Committee, which was held on June 23. It was there proposed to send a special factfinding committee (Committee of Information) to the area immediately. Guatemala was at once informed and asked whether it would make available to this factfinding group, as Honduras and Nicaragua had agreed to do, "the facilities necessary for the success of its Mission." The Guatemalan Foreign Minister sent word late on June 23 that until the Security Council had finished dealing with the situation, it should not be considered in any other body, and on June 25 Guatemala indicated unwillingness to accept the proposed factfinding mission on the ground that the Security Council had jurisdiction.

## SECOND SECURITY COUNCIL MEETING

The Arbenz Government had in the meantime again resorted to the Security Council in the apparent hope that U.N. procedures and the presence of the U. S. S. R. on the Council could be used to block effective action by the regional system of American States. In several messages to the United Nations Secretary-General between June 22 and June 24, Guatemala renewed her accusations against Honduras and Nicaragua, maintained that the Security Council resolution of June 20 had not been carried out, and requested another urgent meeting of the Council to deal with the situation. On June 24 the Soviet representative made a direct request of the President of the Security Council to convene an urgent meeting of the Council, basing his request on the recent Guatemalan communications to the United Nations.

The Council was convened on June 25 to determine whether it should adopt the proposed agenda for that meeting—the Guatemalan complaint. Discussion of this procedural point quickly centered on the competence of the Organization of American States, as a fully qualified regional system within the meaning of the U.N. Charter, to deal with the situation. The representatives of Brazil and Colombia strongly asserted the right and duty of the inter-American system to handle problems of this character, warning that Security Council interference at this stage could undermine the inter-American system so painstakingly developed over several generations. They pointed out that the Oas was already dealing with the question and that all American States had obligations to seek a solution to their disputes through the pacific settlement procedures of their regional organization before referring them to the Security Council. They therefore opposed accepting the renewed complaints for the agenda of that Security Council meeting. Turkey and China were also opposed to adoption of the agenda. The delegates of France and the United Kingdom, acknowledging the competence and availability of inter-American machinery, agreed that it was important to get the facts as soon as possible but said they would abstain in the vote on adoption of the agenda.

Ambassador Lodge then outlined the basic elements of the U.S. position on this problem. The present case, he said, provided a critical test of whether the formula devised at San Francisco to strike a balance “between universality, the effectiveness of which was qualified by the veto power, and regional arrangements” would be made “a living reality.” If U.N. action prevented the inter-American system from functioning in the pacific settlement of a dispute among Central American States, Ambassador Lodge believed that the

future effectiveness both of the United Nations and of regional organizations as well would be gravely impaired. This he regarded as the real Soviet objective in the case.

Ambassador Lodge called particular attention to the readiness of the Inter-American Peace Committee to make an immediate, on-the-spot investigation, subject only to assurances that Guatemala would cooperate in permitting establishment of the facts in the situation about which it had complained. Now, he pointed out, Guatemala was attempting to bypass the Organization of American States, in disregard of requirements both under inter-American treaties and under the U.N. Charter that parties to a dispute should seek peaceful adjustment first of all through resort to regional arrangements or agencies. He concluded that the United States must oppose adoption of the agenda, because efforts to override the Organization of American States would involve an impossible jurisdictional tangle and promote disorder in international organizations generally.

The Council then voted against adoption of the agenda. There were 4 in favor of adoption (U. S. S. R., Lebanon, New Zealand, Denmark), 5 against (Brazil, China, Colombia, United States, Turkey), 2 abstentions (France and the United Kingdom).

#### SUBSEQUENT ACTION OF THE OAS

The next day, June 26, the Inter-American Peace Committee again offered to Guatemala its service for an on-the-spot factfinding mission, and this time Guatemala accepted. That day also representatives of Brazil, Costa Rica, Cuba, the Dominican Republic, Haiti, Honduras, Nicaragua, Panama, Peru, and the United States addressed a note to the Chairman of the Council of the Organization of American States which gave expression to their growing concern over the evidence of increasing Communist penetration of Guatemala. Their note called attention to the danger to the peace and security of the continent involved in this situation and proposed the calling of a Meeting of Ministers of Foreign Affairs, in accordance with the provisions of the Inter-American Treaty of Reciprocal Assistance signed at Rio de Janeiro in September 1947, to act as Organ of Consultation under that treaty. The Council of the Organization of American States considered this request on June 28 and decided to apply the Rio Treaty, fixing July 7 as the date for the meeting of Foreign Ministers and Rio de Janeiro as the site.

On June 29 the five-member Inter-American Peace Committee, which had set itself up as a special Committee of Information and which had already arrived in Mexico City, was advised that it might wish to reconsider its intention of intervening in the conflict. The

reasons given for this suggestion were political changes that had occurred in Guatemala and the fact that mediation had been initiated between the military authorities of the Guatemalan Government and the leader of the revolution, Colonel Castillo Armas. After appropriate inquiries, the Inter-American Peace Committee announced on July 2 that it had received word from Guatemala, Honduras, and Nicaragua that the controversy that had been the occasion for the committee's trip had "ceased to exist."

With the removal of the pro-Communist Arbenz regime, relations with Guatemala and its Central American neighbors were quickly normalized. The threat to the security of the area and to the Western Hemisphere represented by the Communist domination of Guatemalan political life had been eliminated by the Guatemalans themselves, and it proved unnecessary to hold the Foreign Ministers' meeting scheduled for July 7. The Inter-American Peace Committee completed its final report on July 8 and immediately transmitted it to the Security Council for information.

The significance of these developments was pointed out by Secretary Dulles in a radio address to the Nation on June 30, 1954. Secretary Dulles said:

We can be grateful that the Organization of American States showed that it could act quickly and vigorously in aid of peace. There was proof that our American organization is not just a paper organization, but that it has vigor and vitality to act.

We can be grateful to the United Nations Security Council, which recognized the right of regional organizations in the first instance to order their own affairs. Otherwise the Soviet Russians would have started a controversy which would have set regionalism against universality and gravely wounded both.

Above all, we can be grateful that there were loyal citizens of Guatemala who, in the face of terrorism and violence and against what seemed insuperable odds, had the courage and the will to eliminate the traitorous tools of foreign despots.

The need for vigilance is not past. Communism is still a menace everywhere. But the people of the United States and of the other American Republics can feel tonight that at least one grave danger has been averted. Also an example is set which promises increased security for the future. The ambitious and unscrupulous will be less prone to feel that communism is the wave of their future.

### *North African Protectorates*

For the third consecutive year the General Assembly in 1954 had on its agenda, at the request of 14 Arab and Asian States, the questions of Morocco and Tunisia, where increasing nationalist sentiment has given rise to serious tensions. Since late in 1951 Arab and Asian States have repeatedly sought to bring to the attention of the Security Council and the General Assembly the situation in these two French

protectorates. The Security Council has not believed that these two problems warranted consideration as likely to endanger international peace and security, but the Assembly has discussed these situations at length. In 1952 it adopted two resolutions encouraging continued direct negotiations between France and the Moroccans and Tunisians, respectively. These negotiations were seen by the Assembly as directed in the one case toward "developing the free political institutions of the people of Morocco," and in the other toward "self-government for Tunisians." In 1953 the Assembly again considered the Moroccan and Tunisian problems, but this time it took no action.

France has consistently maintained that the Moroccan and Tunisian questions are matters of "domestic jurisdiction" and therefore that the General Assembly lacks competence under the U.N. Charter to consider them. The United States has supported the Assembly's competence to discuss these questions and also supported the two moderate resolutions adopted in 1952. In 1953, however, it did not consider that the adoption of further resolutions would be helpful, and, as noted above, none was adopted.

France has regularly reported to the United Nations on economic, social, and educational conditions in the two protectorates in accordance with article 73(e) of the charter, which concerns non-self-governing territories.

## MOROCCO

Under the sovereignty of its Sultan, Morocco is a state and consists of three zones: the French Zone, the Spanish Zone, and the International Zone. Under the Treaty of Fez of 1912, France acquired a protectorate over the whole of Morocco. A small Spanish Zone was created later that year through bilateral agreement between France and Spain, and in 1923 the International Zone was formally established by the Tangier Statute. France was entrusted by the Sultan under the Treaty of Fez with the conduct of foreign relations; the maintenance of order and defense; and the responsibility for developing, in agreement with the Sultan, economic, educational, juridical, and administrative reforms. Under the treaty governmental decrees would be issued by the Sultan under his seal, which, in the case of matters falling within France's treaty rights and responsibilities, would be subject to approval and promulgation by the French Resident General.

### *Consideration at the Ninth General Assembly*

While there had been little concrete progress toward settlement of the Moroccan problem by the time it came before the General Assembly

in 1954, the general atmosphere affecting consideration of the problems of French North Africa had changed because of developments in French policy. French Premier Mendès-France had announced at the end of July 1954 that Tunisia should have full internal autonomy, with details concerning the position of France and of French settlers to be worked out in negotiations between the French and Tunisian governments. By early September these negotiations were in progress in an atmosphere of cooperation. There was a general belief that, even if matters were to move more slowly in Morocco, France would follow similar lines there. On November 22 Premier Mendès-France himself addressed the General Assembly.

It was in this atmosphere that the Assembly's Political Committee began discussion of the Moroccan problem on December 9. While a number of Arab and Asian delegations spoke with some impatience about the absence of real progress, 12 of them jointly submitted a relatively moderate draft resolution. This draft reaffirmed the Assembly's resolution of December 19, 1952, noted that this resolution had not yet been implemented, and stated that further delay might impair friendly relations among nations. It then recommended that negotiations take place between the "true" representatives of the Moroccan people and the Government of France "for the realization of the legitimate aspirations of the Moroccan people."

Speaking on December 13, Ambassador Henry Cabot Lodge, Jr., reaffirmed the traditional sympathy of the United States for the aspirations of peoples for self-government. He pointed out, however, that "We must at the same time consider carefully what we in this Assembly can do to facilitate progress toward this goal and not inadvertently do things which tend to defeat their own purpose." Acknowledging that some portions of the Arab-Asian draft resolution contained sentiments shared by the United States, Ambassador Lodge said he believed that this was not the time when passage of resolutions would be helpful, since there was reason to look forward to progress on the complex Moroccan problem through the desired method of direct negotiation.

Subsequently, the Arab and Asian delegations offered a revised draft resolution which stated that "many delegations declared" that Franco-Moroccan negotiations would be initiated and provided for postponement of the question to the next Assembly session. The postponement clause, however, was soon changed by the sponsors to read as follows: "Decides to postpone for the time being the consideration of the item." The committee then adopted the revised resolution, with minor changes in wording, by a vote of 39 to 15 with 4 abstentions, after rejecting, 19 to 26 with 11 abstentions, a Dominican amendment that sought to incorporate into the preamble language expressing con-

fidence in the "recently confirmed intentions of the French Government."

The United States voted against the 12-power draft, but Ambassador Lodge indicated that he could have supported it if the Dominican amendment had been accepted. When this amendment was introduced and accepted in plenary on December 17, the United States joined in supporting the resolution, which was then passed by a vote of 55 to 0 with 4 abstentions.

## TUNISIA

The Bardo and La Marsa Treaties of 1881 and 1883, respectively, between France and the Bey of Tunis made Tunisia, previously under Turkish suzerainty, a French protectorate. While Tunisia retained its identity as a state, France received the right to exercise authority with respect to foreign affairs and security, and the Bey was to institute such reforms in the financial, judicial, and administrative fields as France considered desirable.

### *Ninth General Assembly Consideration*

In July 1954 Premier Mendès-France took the initiative, during a personal visit to Tunisia, to announce that Tunisia was to be granted full internal autonomy. Soon afterward a new Tunisian Government was formed, predominantly nationalist in character. The Bey of Tunis agreed that the new government should negotiate with France on bringing into effect the plans for self-government, and at the end of August the French National Assembly approved the Government's Tunisian policy. Early in September the negotiations were launched in an atmosphere of cooperation and confidence. Among the problems to be regulated by a set of special conventions were—

- (a) the rights and interests of the French in Tunisia and of Tunisians in France;
- (b) France's rights and interests in the sphere of defense and of foreign affairs;
- (c) administrative and technical cooperation;
- (d) judicial reorganization;
- (e) economic and financial arrangements.

Since the negotiations were already in progress when the ninth General Assembly came to consider the problem in mid-December 1954, there was a general disposition to refrain from any action that might prejudice or jeopardize their success. Speaking for the United States, Ambassador James J. Wadsworth reminded the Political Committee

that the current negotiations were in accord with the sense of the Assembly's resolution of December 17, 1952. He also referred, as Ambassador Lodge had done earlier, to the cooperative and successful step taken by the French and Tunisian authorities with reference to the amnesty for the extreme nationalist *fellagha* elements which had been fighting the French forces. During his earlier statement on the Moroccan problem, Ambassador Lodge had said:

We have recently witnessed the highly successful joint initiative of the French and Tunisian governments in inducing rebel elements to lay down their arms and to return peacefully to their homes. The partnership is striking evidence of the ability of the French and Tunisians to act together in the solution of their common problems.

After a number of delegations from Latin America and from Asia and the Arab countries had expressed confidence that real progress would come out of the negotiations, the Political Committee on December 16 adopted by a vote of 54 to 0 with 3 abstentions a resolution postponing further consideration of the item "for the time being." Preambular references were made in the resolution, originally introduced by 14 Arab and Asian States, to the negotiations in progress and to the general confidence felt that they would lead to a satisfactory solution. On December 17 the resolution was adopted in plenary by a vote of 56 to 0 with 3 abstentions. In view of the moderation shown and of the procedural nature of the resolution, the United States voted in favor of it.

### *Palestine*

Despite the often bitter and always uneasy relations between Israel and the surrounding Arab States, the prospects for a resolution of the area's problems appeared somewhat brighter during 1954. A large majority of the meetings of the Security Council during 1954 were devoted to various aspects of the Palestine question and evidenced not only the continued bitterness of relations in the area but also the active intervention of the Soviet Union, through the use of the veto, to insure that disputes remain unsettled. However, the parties themselves showed increasing indications of self-imposed restraint, and it is noteworthy that elsewhere than in the Council definite progress was achieved toward reaching an agreement between Israel and the neighboring Arab States designed to improve the economic well-being of the Palestine area and to resettle Arab refugees.

The only item on the agenda of the ninth session of the General Assembly relating to the problems of the Palestine area concerned the U.N. Relief and Works Agency for Palestine Refugees in the Near East. (See Part II of this report.) The Palestine Conciliation



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# THE U.S. IN THE UNITED NATIONS

# 1954

PRESIDENT EISENHOWER

*The following letter of transmittal accompanied President Eisenhower's ninth annual report to the Congress on U.S. participation in the U.N., covering the year 1954.*

## **THE U.S. IN THE UNITED NATIONS**

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In a decade of trying years, the United Nations has developed from a blueprint for peace into a living, functioning organization. It was fitting that an impressive commemoration of the signing of the United Nations Charter ten years ago should have recently taken place in San Francisco to focus attention on the accomplishments and principles of the United Nations.

I was privileged to bring to this gathering a special message from the Congress expressing, on behalf of the people of the United States, our deep desire for peace and our hope that all nations will join with us in a renewed effort for peace.

Out of the United Nations' many actions in 1954, the following are of special interest to the United States, for they worked to the benefit of American foreign policy.

### **1. Atomic Energy for Peace:**

The atom has unlocked untold opportunities in the world of peaceful progress. I know of no better way to improve the lot of mankind and raise its hopes than by pushing ahead vigorously in the development of the atom for the purpose of peace. That is why I went before the General Assembly in 1953 to ask that all nations apply their ingenuity and resourcefulness in a program of international cooperation in this field.

The faith of the American people in the world's readiness for this challenge has not been disappointed. The progress in a short space of time has been dramatic.

I authorized Ambassador Henry Cabot Lodge, Jr., to announce to the General Assembly in the fall of 1954 the intention of the United States to make available 100 kg. of fissionable material to assist nations in their own programs.

On December 4, 1954, the General Assembly adopted a resolution entitled "International Cooperation in Developing the Peaceful Uses of Atomic Energy." This was done with historic unanimity, after the rejection of Soviet amendments, 60 to 0.

By this resolution the Assembly endorsed the establishment of an International Atomic Energy Agency to organize the pooling of atomic knowledge and materials for peaceful ends, and decreed the holding of an international technical conference under United Nations auspices to explore the promise of the atom and develop methods for its practical use. That

conference—which may well be the broadest exchange of scientific and technical information in history—is to begin August 8 in Geneva.

United Nations' action in this field made the atoms-for-peace project into an instrument for constructive international progress. It reminded people the world over that the United States is their partner in their search for peace and plenty. It renewed also the hope for real participation by the Soviet Union—a hope which was central to the original proposal. We will welcome the participation of all interested nations in these activities. But we will not slow the wheels of progress if some do not choose to join with us.

## **2. Prisoners in Communist China :**

Of all the important matters before the United Nations in 1954, none so strongly engaged the emotions of the American

people as the case of the fighting men detained by the Chinese Communists. A historic 47-5 vote by the General Assembly condemned their detention and directed Secretary-General Hammarskjold to leave no stone unturned to seek their release.

The limited success reached thus far proves: the potency of the United Nations in focusing world opinion; the diplomatic skill and irrepressible perseverance of Mr. Hammarskjold in a most difficult task; the steady helpfulness of friendly nations whom divisive propaganda could not frighten away from us; and, by no means least important, the patience and wise self-restraint of our own people. May these qualities serve to convince Communist China that it should end the wrongful detention of all surviving United Nations prisoners, whatever their nationality. The prolonged anguish

of these men and their nearest kin arouses the sympathies of the civilized world.

### **3. Guatemala:**

The conflict in Guatemala was closer to our homeland than any other which the Security Council has ever faced. In June 1954 Guatemalan patriots began an armed revolt to eject a government whose Communist sponsorship was becoming ever more obvious and to restore a free government.

Immediately the pro-Communist government invoked its right to be heard by the United Nations Security Council. The Council met forthwith. The Guatemalan representative demanded, with conspicuous Soviet backing, that the United Nations intervene to stop the revolt.

The United States Representative, Henry Cabot Lodge, Jr., insisted that the Soviet Union "stay out of this Hemi-

sphere"—a restatement of the Monroe Doctrine in contemporary terms. Further, he urged the Council to let the proper regional body—the Organization of American States—deal with the situation in Guatemala and neighboring countries. He pointed out that if the United Nations were to intervene in local disputes over the heads of responsible regional organizations, the entire system of regional security sanctioned by the United Nations Charter would be in jeopardy.

Today Guatemala is again securely restored to the community of free nations. A challenge by world communism within our hemisphere has been met and overcome.

#### **4. Disarmament and Security:**

Neither lasting peace nor the real reduction of international tensions can be realized until progress in disarmament be-

comes a fact. As nuclear capabilities have increased to staggering proportions, disarmament has become, literally, a problem of survival for all mankind.

In 1954, a subcommittee of Canada, France, the United Kingdom, the United States, and the Soviet Union held its first round of private discussions. In five weeks of meetings newly detailed proposals were laid before the Soviet representative, but with no result.

But, in the General Assembly in September, the Soviets gave the appearance of reversing their adamant position and stated their acceptance of at least some principles of a sound program. We are carefully weighing this Soviet step, and the subsequent Soviet proposal in May 1955, in the broad restudy of United States disarmament policy which is now in progress.

By this continuing exploration in the

disarmament field, as well as by recommendations for strengthening collective action against any future aggression, and by watchful influence over the dangerous areas of the world, the United Nations in 1954 continued to serve the cause of peace.

### **5. Economic and Social Actions:**

The spectacular potentialities of the atom for peaceful purposes must not be allowed to overshadow the slow but sound progress of the United Nations in the economic and social field.

The most far-reaching new step in 1954 was the approval by the General Assembly of the establishment of an International Finance Corporation to stimulate the setting up and expansion of productive private enterprises in underdeveloped countries. The Corporation will be set up as an affiliate of the International Bank for Reconstruction and Development and

will provide capital in private enterprises without requirement of government guarantees.

The work of the United Nations on behalf of refugees also received new impetus in a General Assembly decision authorizing the United Nations High Commissioner for Refugees to raise funds and undertake a four-year program designed to achieve permanent solutions for certain refugees in Europe, most of them still unsettled since World War II, who are not eligible for other aid programs. The United States strongly supported this decisive step to solve a distressing human problem.

We were able, in 1954, through the power of the United Nations in shaping world opinion, to further expose the repressive system of forced labor in Communist countries. The outstanding report of the United Nations Ad Hoc Committee

on Forced Labor was officially considered for the first time by the Economic and Social Council, which subsequently condemned the use of forced labor for political and economic purposes. The United States Representative, Mrs. Oswald B. Lord, was also able to expose before the General Assembly newly discovered facts and recent regulations which demonstrated that the system of forced labor had been extended with Soviet help to Communist China.

Other economic and social programs of the United Nations and the Specialized Agencies—including technical assistance, Korean reconstruction, aid to Palestine refugees, the Children's Fund, food and agricultural assistance, labor, health, and education—continued to help in making the United Nations known to millions of people around the globe as a living, constructive force. The United Nations Spe-

cialized Agencies, specifically the International Labor Organization and the United Nations Educational, Scientific and Cultural Organization, received the tribute of sudden participation by the U.S.S.R.

Whatever the reason for its changed attitude, we welcome it as further proof of the importance and world reputation of the Specialized Agencies; and also as an extension of points at which the Soviet rulers may—if they wish—broaden fruitful cooperation with the rest of the world. This development challenges the United States to maintain its watchfulness and constructive activity in all these fields in which the Soviet Union has at length shown an interest.

The United States representatives have actively used the United Nations' forum to expound our ideas and ideals and reveal the fallacies of communism.

All these things have happened after reduction in the previous year of our American share of United Nations costs and while we worked out a program in which all Americans holding important office at the United Nations were screened in accordance with FBI procedures.

These are highlights from one year's activity in the United Nations' search for peace among nations. That year is chronicled in more detail in the attached report.\*

The vitality of the United Nations and American support for the United Nations were never more needed than now. We are in a period of great flux in interna-

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*\*United States Participation in the United Nations: Report by the President to the Congress for the Year 1954, H. Doc. 166, transmitted July 15; Department of State publication 5769, for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C. (277 pages, 70 cents).*

tional affairs. There are signs that the world may be entering a new phase in international relationships. For the first time since the United Nations Charter came into force, the Heads of the Governments of the United States, the United Kingdom, France, and the U.S.S.R. will be meeting. They will, I hope, be able to identify the outstanding divisive issues and develop methods to try to solve them. I for one will enter these discussions with a full awareness of the opportunities offered by the United Nations to contribute to the peace of the world. If these meetings reach useful areas of agreement in the handling of international problems, then they will open new vistas looking toward further agreement. This can only mean that the United Nations will have new and wider opportunities to build upon the foundations thus laid.

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Commission, established by the Assembly in 1948, directed its efforts in 1954 toward bringing about the payment of the remaining Arab bank accounts blocked in Israel.

#### ENFORCEMENT OF THE GENERAL ARMISTICE AGREEMENTS

During 1954 relations between Israel on the one hand and Egypt, Jordan, Syria, and Lebanon on the other continued to be governed by the bilateral General Armistice Agreements. Differences between the signatories are handled by the various bilateral Mixed Armistice Commissions provided for in these agreements. Although this enforcement procedure continued to function in a generally satisfactory manner during the year, three major disputes were brought to the Security Council—one between Israel and Syria, one between Israel and Egypt, and one between Israel and Jordan.

##### *Banat Ya'qub: The Syrian-Israeli Case*

At the beginning of 1954 the Security Council had before it a dispute between Syria and Israel over an Israeli water diversion project at Jisr Banat Ya'qub in the demilitarized zone between Israel and Syria. The Israelis alleged rights in the zone dating back to 1926 during the Palestine mandate period. The Chief of Staff of the U.N. Truce Supervision Organization (then Gen. Vagn Bennike), who under the Syrian-Israeli Armistice Agreement and with the endorsement of the Security Council has general supervisory authority over the demilitarized zone, informed Israel in September 1953 that the work in the demilitarized zone should cease so long as an agreement for its continuation was not reached. He held that the work undertaken in the zone affected the property rights of Arab residents in the zone, the operation of certain Arab water mills along the Jordan River which flows through the zone, and the irrigation rights of the Buteiha Farm in Syria which draws its irrigation waters from the Jordan River in the demilitarized zone. He also decided that the diversion project changed the nature of the demilitarized zone in such a way as to alter the value to Syria of the zone, which had been established for the purpose of separating the armed forces of the two parties. Israel refused to comply with General Bennike's request, and the matter was brought to the Security Council in October 1953. However, at the outset of debate Israel voluntarily undertook to stop work on the project.

Debate continued into January 1954. In general, Syria supported the position of General Bennike but went on to hold that its consent was necessary in order for the project to be resumed or for any similar

project to be undertaken in the zone. Israel's position was that Syria had no veto over Israeli projects in the demilitarized zone and that Israel was prepared to satisfy private claims in the zone and to work out with the Chief of Staff arrangements for the recommencement of the project. Israel would not accept General Bennike's allegation concerning the changed military value of the zone.

The U.S. position throughout the debate was that the Chief of Staff should receive strong support from the Security Council and that the parties should be called upon to abide by all his decisions when taken under the authority of the General Armistice Agreement. The United States, however, did not look unfavorably on any projects that were designed to improve the general economic well-being of the area.

The Council had before it a resolution submitted on December 16, 1953, by the United States, the United Kingdom, and France which supported General Bennike in his decision with regard to stopping the diversion project, reminded the parties to settle their differences with regard to the interpretation of the Armistice Agreement in accordance with the provisions of that agreement, called upon the parties to abide by all of the decisions of the Chief of Staff when he was acting under the authority of the Armistice Agreement, and authorized him to explore the possibilities of reconciling the interests of the parties while safeguarding irrigation rights in the demilitarized zone and the rights of the individual residents of the zone.

The Soviet Union, for the first time in the Palestine question, actively intervened in debate on several occasions. Vigorously supporting the allegation that bilateral consent and not the decision of the Chief of Staff was the basis for permitting any undertaking in the demilitarized zone, and accusing the sponsoring powers of having sinister economic designs with regard to the area, the Soviet Union vetoed the tripartite resolution, which was put to a vote on January 22. The vote was 7 in favor, 2 against (Lebanon and the Soviet Union), and 2 abstentions (Brazil and China). Despite this Soviet veto and the fact that there was no further Council consideration of the problem, Israel made no effort to recommence the diversion project during 1954.

#### *Suez Canal: The Egyptian-Israeli Case*

On January 28, 1954, Israel brought a complaint to the Security Council charging that certain Egyptian acts restricting shipping through the Suez Canal were in violation of the September 1, 1951, Council resolution. This resolution, which was jointly sponsored by the United States, had found Egypt's restrictions in the Suez Canal against ships and cargoes destined for or coming from Israel inconsistent with the establishment of a permanent peace in Palestine as

anticipated in the Egyptian-Israeli General Armistice Agreement. It had also held that these practices were an abuse of the right of visit, search, and seizure and were not justified on the grounds of self-defense, and it had therefore called upon Egypt to terminate the restrictions. In its complaint Israel held that these restrictions were still being exercised and that Egypt was interfering with ships proceeding to the Israeli port of Elath on the Gulf of Aqaba. Egypt countered with a complaint alleging Israeli violation of the demilitarized zone on the armistice demarcation line between the two countries.

The Israeli position during Council debate, which commenced February 4, was that Egypt not only was in defiance of the Security Council's resolution of September 1951 in continuing its restrictions on shipping through the Suez Canal, but was violating the traditional concepts of freedom of the seas and the sovereign rights of maritime nations to trade freely. It held that the restrictions threatened the integrity of the Egyptian-Israeli Armistice Agreement and future relations between the two countries and challenged the authority of the Security Council in matters affecting international peace and security.

Egypt's position was that Egypt and Israel were still in a state of war and that this gave the belligerents certain rights, particularly the right of visit, search, and seizure in territorial waters. Egypt therefore had not violated the Armistice Agreement, particularly in view of the fact that the Egyptian-Israeli Mixed Armistice Commission had held that it had no right to require the Egyptian Government to refrain from its restrictive practices. It further held that its action had been undertaken in legitimate self-defense and that the Security Council's 1951 decision was political and not legal. The Egyptian representative pointed out, however, that since the passage of the 1951 resolution, only an infinitesimal percentage of the total number of ships passing through the Canal had been inspected and of the 257 ships that had passed through the Gulf of Aqaba only 3 had actually been visited and searched.

On March 23 the New Zealand representative submitted a draft resolution that noted the Israeli complaint, noted that Egypt had not complied with the resolution of September 1951, and therefore called upon Egypt, in accordance with its obligations under the charter, to comply. It further considered that the Israeli complaint concerning Egyptian interference with shipping to Elath should, in the first instance, be dealt with in the Mixed Armistice Commission.

The United States fully endorsed the New Zealand resolution, as did the majority of the other members of the Council. However, when the resolution was put to the vote on March 27, the Soviet Union, which

in 1951 had abstained on the September 1 resolution, vetoed it on the pretext that the resolution was based on a fundamentally false premise of attempting to impose upon one of the parties a decision that was not acceptable to it. The Soviet representative contended that the only solution of the problem lay in direct negotiations. The vote on the resolution was 8 in favor, 2 against (Lebanon and the Soviet Union), and 1 abstention (China). The Egyptians did not press for Council consideration of their countercomplaint.

Six months later, as a result of the Egyptian seizure on September 28 of the Israeli ship *Bat Galim* which was attempting to transit the Suez Canal, Israel again brought the question of the Egyptian shipping restrictions before the Security Council. Egyptian action was based on an allegation that the *Bat Galim*, after entering Egyptian territorial waters, had fired upon two fishing boats, sinking one of them and causing the death of two fishermen. The ship, crew, and cargo were accordingly seized, and the Egyptian complaint was referred to the Egyptian-Israeli Mixed Armistice Commission.

Security Council discussion of the Israeli complaint began on October 14. After the Council had heard the views of the parties, it was the consensus of the Council that further debate should be postponed pending action by the Mixed Armistice Commission on the ship seizure. When no action had been completed in the Commission by November 11, the Council decided that the Chief of Staff of the Truce Supervision Organization should be notified of its view that the Mixed Armistice Commission should report on the *Bat Galim* incident before the end of November. Maj. Gen. E. L. M. Burns of Canada, the new Chief of Staff, was able to report by the end of the month that the Mixed Armistice Commission had ruled against the Egyptian complaint. Security Council debate was resumed in December following this report and receipt of the information from the Egyptian Government that, because of insufficient evidence, the charges against the members of the crew of the *Bat Galim* had been set aside and that they would be released as soon as necessary formalities could be concluded. They were shortly thereafter returned to Israel.

Debate on the case, which in October had elicited the statement that since March 1954 Egypt had refrained from interfering with vessels carrying goods coming from or destined for Israel, was continuing at the year's end.

#### *Nahhalin: The Jordan-Israeli Case*

The Jordan-Israeli Mixed Armistice Commission on March 28, 1954, adopted a resolution condemning Israel in the strongest terms for a retaliatory raid by a large military armed force against the Jordan village of Nahhalin. On April 1, on behalf of Jordan, Lebanon

brought a formal complaint to the Council against Israel. Israel promptly countered with a series of complaints against Jordan alleging violations of the Armistice Agreement, including an armed attack on a bus near Scorpion Pass in Israel on March 17. Israel also charged that Jordan had violated its obligation under the Armistice Agreement by refusing to attend a conference convoked by the U.N. Secretary-General for the purpose of considering possible revisions of the Armistice Agreement.

Debate during the first six meetings related to the adoption of the agenda and the method by which the complaints would be considered. Ambassador Henry Cabot Lodge, Jr., took the position that the complaints should be handled simultaneously inasmuch as they were indicative of the gravity of the situation along the Jordan-Israeli border. He also forcefully reiterated this Government's view that, as in previous cases, retaliatory raids deserved condemnation. Support for consecutive consideration of the complaints was led by Lebanon, which held that simultaneous consideration would reflect unfavorably on the seriousness of the incident at Nahhalin. The Council finally agreed to a general discussion in which reference would be made to any or all of the complaints but postponed its decision on possible separate or consolidated resolutions.

Following statements by representatives of Jordan and Israel, the representative of Lebanon submitted a draft resolution that expressed the strongest censure and condemnation of the action at Nahhalin; requested Israel to pay compensation for the loss of life and damage to property; and called upon members of the United Nations, in accordance with article 41 of the charter, to take such measures against Israel as they might deem necessary to prevent the repetition of such actions. There was, however, no further Security Council action on the complaints in view of an Israeli request that the Council satisfy itself whether Jordan, not a member of the United Nations but having been invited to the Council, was prepared to indicate that it accepted in advance the obligation of pacific settlement provided for in the charter. Such an undertaking on Jordan's part could not be arranged, and finally on May 26 the representative of Jordan informed the President of the Security Council that he was not empowered further to represent his Government before the Council or to take part in the current discussion.

#### UNIFIED PLAN FOR THE DEVELOPMENT OF THE JORDAN RIVER VALLEY

Ambassador Eric Johnston during 1954 pursued his negotiations with Israel on the one hand and Egypt, Jordan, Syria, and Lebanon on the other in an effort to obtain agreement for the international

development and full utilization of the waters of the Jordan River and its tributaries. Plans originally prepared for the U.N. Relief and Works Agency for Palestine Refugees by the Tennessee Valley Authority, together with proposals from an Arab technical committee and from Israel, served as the basis for negotiations in the area during June 1954. As a result of cordial discussions, Ambassador Johnston was able to report that the governments directly concerned had accepted the principle of international sharing of the hitherto contested waters of the Jordan River and were prepared to cooperate with the United States in working out details of a mutually acceptable program for developing the irrigation and power potentials of the river system. Ambassador Johnston's proposals involved acceptance by the Arab countries and Israel of the following principles:

(1) The limited waters of the Jordan River system should be shared equitably by the four states in which they rise and flow.

(2) A neutral, impartial authority should be created to supervise withdrawals of water from the river system in accordance with the division ultimately accepted by all parties.

(3) Amelioration of the condition of the Arab refugees in the Palestine area should be a principal objective of the irrigation program for the Jordan Valley.

(4) Broad lines of understanding on the total program should be reached at the earliest possible time, not only in the interest of the refugees but in the interests of economic progress and stability in the area.

(5) Storage of irrigation waters for the lower Jordan Valley in Lake Tiberias (the Sea of Galilee) should be considered by the parties when the necessity is indicated for using the lake as a principal reservoir.

Based on the foregoing principles, plans for further negotiations were being made at the year's end in an effort to resolve specific points of difference, so that agreement could be reached for the early realization of the Jordan Valley development project.

### *Union of South Africa*

For the third consecutive year, the General Assembly at its ninth session had on its agenda two items concerned with the racial policies of the Union of South Africa. One of these items related to the discriminatory treatment of some 350,000 South African nationals who are of Indian origin and was originally brought before the Assembly by India in 1946. The other related to the more general problem of race conflict in South Africa and had first been placed on the Assembly's agenda in 1952 at the initiative of 13 Arab and Asian States.

## TREATMENT OF INDIANS IN SOUTH AFRICA

The Good Offices Commission established by the General Assembly in 1952 to endeavor to bring India, Pakistan, and the Union of South Africa into direct negotiations on the question of treatment of Indians in South Africa was not able to report any progress to the ninth Assembly. It stated regretfully that because of South Africa's attitude, it had been unable to submit any proposal likely to lead to peaceful settlement, as the Assembly at its eighth session had requested. After unsuccessful efforts through informal conversations between its members and officials of the countries directly concerned, the Commission (composed of Cuba, Syria, and Yugoslavia) had transmitted a formal invitation late in August to South Africa's permanent representative at the United Nations to meet with the Commission to explore possibilities for implementing the Assembly's 1953 resolution. The South African representative had replied, however, that his Government's attitude on the Assembly's lack of jurisdiction remained unchanged and that South Africa continued to regard the Assembly's action as illegal.

Over the opposition of South Africa, the General Assembly decided to include the report of the Good Offices Commission on its agenda. At the outset of the *Ad Hoc* Political Committee discussion on October 18, Ambassador José Ribas of Cuba, in presenting the Commission's report, suggested that the committee might consider other possibilities for a peaceful solution of this problem, such as designation of a mediator acceptable to both sides. After expressing his Government's appreciation for the work of the Commission, Mr. Krishna Menon of India noted the new suggestion for a mediator. Both he and the Pakistani representative requested a short adjournment of the committee to permit them to study and consult regarding this suggestion. Informal discussions were then initiated by various delegations in an effort to prepare a draft resolution that might succeed in reconciling the views of the two sides.

When the committee resumed discussion of the item October 21, the Ecuadoran representative submitted a joint draft resolution that was also sponsored by Argentina, Brazil, Cuba, El Salvador, Haiti, and Honduras, and subsequently by Costa Rica. The proposal suggested that the three governments should seek a solution by direct negotiations or any other peaceful means and that they might designate a government, agency, or person to facilitate contacts between them and assist them in settling the dispute. It also provided that if the parties had not reached agreement within the next 6 months, the Secretary-General should designate a person for the above purposes and requested the Secretary-General to report to the next Assembly session on the results. Subsequently, India and Pakistan jointly submitted an amendment

providing for insertion of an additional paragraph expressing the General Assembly's appreciation for the work of the Good Offices Commission. This amendment was immediately accepted by the sponsors of the joint draft resolution.

During the committee debate the South African representative reiterated his Government's contention that the United Nations was not competent to consider this question because it was exclusively within South Africa's domestic jurisdiction and hence, by article 2 (7) of the charter, outside the jurisdiction of the United Nations.

Sen. H. Alexander Smith, U.S. representative, spoke on October 26. He recalled that this was the eighth time that the Assembly had considered the question of Indians in South Africa, one of the most difficult matters with which the United Nations had to deal, as evidenced by the various approaches that had been unsuccessfully tried in the past. The United States, however, had not lost hope that a mutually satisfactory settlement might ultimately be achieved. Senator Smith pointed out that "translating ideals into realities in the field of human relations is not always as rapid as we might desire" and noted that the progress made in the United States in the field of race relations had extended over a considerable period of years.

Turning to the Latin American proposal, Senator Smith strongly supported the emphasis on direct negotiations, since in the opinion of the United States progress could come only to the extent that the parties were willing to confer and negotiate. He doubted, however, that the provisions relating to the appointment of a mediator by the Secretary-General would advance the purposes of the resolution, since every past suggestion to the parties to utilize mediatory machinery established by the United Nations had failed. Moreover, even if there were to be a mediator, it was not desirable to impose any time limit upon his efforts by requiring him to report to the Assembly after a specified period. In the U.S. view the primary emphasis of Assembly action should be to give maximum encouragement to the parties to engage in discussions, with the assistance of a third-party mediator if they believed such assistance would be helpful.

The committee voted on the joint draft resolution October 28. Following a paragraph-by-paragraph vote, in which the United States abstained on the provisions relating to the designation of a mediator by the Secretary-General and providing for report to the General Assembly at its next session, the draft resolution as a whole was adopted by a vote of 47 to 1 (South Africa) with 10 abstentions. The United States voted in the affirmative.

The resolution recommended by the *Ad Hoc* Political Committee was considered in plenary on November 4. In explaining the vote of the United States, which was identical with that cast in the committee, Senator Smith expressed the hope that this expression of the

consensus of the General Assembly would help to create an atmosphere conducive to negotiations between the parties. The resolution was adopted by a vote of 45 to 1 (South Africa) with 11 abstentions.

### RACE CONFLICT IN SOUTH AFRICA

The United Nations Commission on the Racial Situation in the Union of South Africa, which was established by the seventh General Assembly, held two closed sessions during 1954 at New York and Geneva, respectively. Members of the Commission are Hernán Santa Cruz of Chile, Dantès Bellegarde of Haiti, and Henri Laugier of France. The Assembly at its eighth session had specifically authorized the Commission "to suggest measures which would help to alleviate the situation and promote a peaceful settlement"; and the Commission reported to the ninth session that its activities had involved: first, collection and examination of further documentation and information regarding recent developments, both economic and political, in the racial situation in South Africa; and second, consideration of measures that would help to promote a peaceful settlement, in the course of which the Commission obtained information from other U.N. members regarding their own experience in dealing with racial problems and also discussed solutions proposed in various quarters in the Union of South Africa.

In its conclusions the Commission emphasized that "any measures to reduce racial conflicts must be the result of efforts initiated within the Union itself." At the same time the Commission put forward various ideas that it believed might be helpful in improving the racial situation in South Africa. These included a possible interracial conference, the evolution of industrial and economic policies in the Union directed toward progressive reduction of discrimination based on race, and, finally, possible assistance by the United Nations. The Commission suggested specifically that an offer might be made to South Africa by the United Nations "to set up at its request a committee of technical experts, specializing in the planning of economic and social development, particularly in multi-racial societies, who might be asked to catalogue all the various forms of assistance which the United Nations and the specialized agencies can supply."

#### *Consideration by the Ninth Assembly*

The Commission's report was included on the agenda of the ninth General Assembly by a vote of 50 to 6 with 4 abstentions over the opposition of South Africa, which repeated its view that the item involved matters solely within its domestic jurisdiction and hence outside U.N. jurisdiction. At the time the Assembly's General Com-

mittee considered the provisional agenda, Ambassador Lodge, in explaining that the United States would support inclusion of this item, repeated that the United States, as in 1953, continued to believe that such an item invited questions concerning the competence of the Assembly under article 2(7) of the charter; and he again expressed concern over the Assembly's tendency to include on its agenda items of doubtful international character, particularly because this tendency could affect the authority and sound development of the United Nations.

Immediately after Mr. Santa Cruz had presented the Commission's report to the *Ad Hoc* Political Committee on December 3, the South African representative intervened to state again that his Government continued to regard the Commission as unconstitutional and consideration of its report as beyond the committee's competence. He said that South Africa's continued presence in the committee should not be construed as in any way modifying this position.

On December 6 the Indian representative submitted a joint draft resolution which was also sponsored by Afghanistan, Bolivia, Burma, Chile, Costa Rica, Egypt, Ethiopia, Haiti, Indonesia, Iran, Iraq, Lebanon, Liberia, Pakistan, the Philippines, Saudi Arabia, Syria, Yemen, and Yugoslavia. The draft commended the Commission; noted with regret South Africa's refusal to cooperate with it; noted the Commission's recommendations regarding a peaceful settlement; invited South Africa to conform to its obligations under the U.N. Charter, enumerating in this connection selected articles of the charter and also noting the relevant experience of other multiracial societies; further invited South Africa to take into account the Commission's suggestions for a peaceful settlement; and requested the Commission to keep under review the problem of race conflict in South Africa and to report to the Assembly at its 10th session.

Subsequently this proposal was revised by its sponsors to incorporate an amendment introduced by Argentina, Brazil, and Cuba substituting for the enumeration of selected articles of the charter to which South Africa's attention was invited a general reference to the pledge of all member states to respect human rights and fundamental freedoms without distinction as to race.

Ambassador James J. Wadsworth on December 6 outlined the general position of the United States on this question. Pointing out that the primary objective should be to promote within the framework of the charter the objectives of the United Nations in the field of human rights, he stressed the importance of the Assembly's proceeding with the greatest care and with a high degree of responsibility in this relatively new field of international action. In the judgment of the United States, the most effective way for the Assembly to deal with the present item was to reaffirm its belief in the basic wisdom and

the universal validity of the human rights provisions of the charter as a standard to which all members should aspire. It therefore followed that the Assembly should not consider this problem solely as it related to South Africa, but rather in relationship to human rights developments throughout the world. These were the considerations underlying the U.S. opposition to the establishment of the Commission, and the United States continued to believe, on the basis of the experience of the past 2 years and the Commission's two reports, that the Commission's activities did not represent the way to encourage and nurture a constructive solution to the problem. Mr. Wadsworth expressed the opinion that the suggestions for settlement made by the Commission could be useful and valid only if South Africa should itself decide to employ any of these means. With respect to the suggestion for a committee of technical experts, he observed that any such arrangements should cover not one country alone but should be a pool within the United Nations upon which all members could draw and to which all might contribute as they could.

The committee voted on the joint draft resolution on December 8. Ambassador Wadsworth explained that the United States would vote against the provisions of the resolution continuing the Commission, requesting it to report to the 10th session, and inviting South Africa to take into account the experiences of other multiracial societies. However, the United States would abstain on all other paragraphs of the resolutions and on the vote on the resolution as a whole because, on the one hand, it did not believe that the resolution represented the best way to achieve results in this difficult matter and, on the other, because it did not wish to cast a vote that could be regarded as in any way condoning the racial policies of the Union of South Africa. Following the paragraph-by-paragraph vote, the resolution as a whole, with an Indian amendment of a procedural nature, was adopted by a rollcall vote of 34 to 9 with 10 abstentions, including the United States.

The recommended resolution was acted upon in plenary on December 14. The South African representative repeated that the reports of the Commission and their discussion in the United Nations constituted intervention in South Africa's domestic affairs contrary to the charter; South Africa therefore would not extend to the Commission any co-operation if it should be reestablished.

After a paragraph-by-paragraph vote on the resolution, as requested by several delegations, the resolution as a whole was adopted by a vote of 40 to 10 (France, Luxembourg, Netherlands, New Zealand, Union of South Africa, United Kingdom, Australia, Belgium, Canada, Colombia) with 10 abstentions (Peru, Turkey, United States, Venezuela, Argentina, Brazil, China, Cuba, Denmark, Dominican Republic).

## *Western New Guinea or Irian*

Following the negotiations between the Netherlands and Indonesia during 1954 at The Hague, ending the Netherlands-Indonesian Union but continuing financial and economic agreements of mutual advantage, the Netherlands did not consider itself still bound to agree to reopen negotiations with Indonesia on Western New Guinea (Irian in Indonesian). Two previous attempts at negotiations on this subject—in 1950 and 1951–52—had proved abortive. Failing in its declared objective of reopening negotiations, Indonesia asked the United Nations on August 17, 1954, to place the “Question of West Irian (West New Guinea)” on the agenda for the ninth General Assembly.

### BACKGROUND

The Roundtable Conference at The Hague between Indonesian and Dutch representatives concluded on December 27, 1949, with the signing of the Charter of the Transfer of Sovereignty. The first article of this charter stated: “The Kingdom of the Netherlands unconditionally and irrevocably transfers complete sovereignty over Indonesia to the Republic of the United States of Indonesia.” The second article of this same document stated: “It has not yet been possible to reconcile the problem of New Guinea, which remains therefore in dispute—and the *status quo* of the residency of New Guinea shall be maintained with the stipulation that within a year of the transfer of sovereignty to the Republic of the United States of Indonesia, the question of the political status of New Guinea be determined through negotiations between the Republic of the United States of Indonesia and the Kingdom of the Netherlands.” Efforts of the United Nations Good Offices Committee and its successor, the United Nations Commission for Indonesia, had been instrumental in bringing the parties together for the general settlement. The question of Western New Guinea was left in abeyance to the extent described in article II by agreement of the parties in order that the large area of agreement already reached at the Roundtable Conference should not be jeopardized.

Indonesia in 1954 notified the Netherlands that it wished to hold negotiations for the threefold purpose of ending the Netherlands-Indonesian Union, replacing certain of the Roundtable Conference agreement provisions by “normal relations,” and discussing “the return of West Irian to the territory of the Republic of Indonesia.” The Netherlands agreeing to discuss the first two matters, the conference was held and brought to a close during August 1954, ending the Union and promising suitable accommodation to both parties on

other issues. During the negotiations both the Netherlands and Indonesian representatives alluded to the Western New Guinea question in their public remarks. The Indonesian representative said that "only after the solution of the New Guinea dispute would Indonesia have the opportunity to contribute to the stabilization and peace of Southeast Asia and the Pacific." The Netherlands representative emphasized that his Government would not discuss the sovereignty of New Guinea, although it was prepared to explain its "development plans for New Guinea in an effort to allay any fears which Indonesia may entertain of the possibility of New Guinea being used as a base for hostile operations against Indonesia."

#### GENERAL ASSEMBLY CONSIDERATION

The Netherlands objected to the Indonesian item being placed on the agenda for the ninth session of the General Assembly, but the Assembly's General Committee recommended its inclusion, and this recommendation was approved in plenary on September 24 by a vote of 39 to 11 with 10 abstentions (United States). Before the matter was brought to the ninth Assembly, the United States had informed interested parties of U.S. neutrality on this question. This position was maintained in the Assembly. The United States abstained on all motions and votes and took no part in the debate.

Discussion of the item in the Political Committee began on November 23 with the submission by Indonesia of a draft resolution calling upon the parties to resume negotiations without delay, inviting the Secretary-General to assist them, and requesting him to report to the 10th session of the Assembly. The points at issue in the ensuing debate, in which some 40 delegations participated, were procedural and legal as well as political. The Arab-Asian group and the Soviet bloc supported Indonesia, European members generally supported the Netherlands, and the American Republics were divided.

#### *Procedural Points at Issue*

The procedural argument revolved around articles 2 (7) and 12 (1) of the U.N. Charter. Article 2 (7) of the charter provides that nothing in the charter "shall authorize the United Nations to intervene in matters which are essentially within the domestic jurisdiction of any state" with the exception of the application of enforcement measures under chapter VII. Article 12 (1) of the charter states that "While the Security Council is exercising in respect to any dispute or situation the functions assigned to it in the present Charter, the General Assembly shall not make any recommendations with regard to that dispute. . . ."

Australia regretted the uselessness of the whole debate. The Netherlands was determined not to give up Western New Guinea, and bringing the matter into public dispute only exacerbated the problem. If a resolution in favor of Indonesia were passed, Australia suggested, it would not be put into effect, and this would only lessen the prestige of the United Nations.

#### *Substitute Resolution*

Several delegations thought that a rewording of the original Indonesian draft resolution might facilitate passage of a resolution. Consequently Argentina, Costa Rica, Cuba, Ecuador, El Salvador, India, Syria, and Yugoslavia submitted a substitute resolution that eliminated the "call" to the two governments to "resume negotiations" and simply expressed "the hope that the governments of Indonesia and the Netherlands will pursue their endeavors in respect of the dispute that now exists between them to find a solution in conformity with the principles of the Charter of the United Nations." This substitute resolution also requested the parties to report progress to the 10th General Assembly.

The substitute resolution was adopted in the Political Committee on November 30, 1954, by a vote of 34 to 14 with 10 abstentions (United States). No vote was taken on the original Indonesian draft. When the item was considered in plenary on December 10, Mr. van Kleffens, the President of the General Assembly, stated that some delegations had expressed the view that a decision on this matter as an "important" question should require a two-thirds majority under article 18 of the charter. Since no opposition was voiced, it was so decided; and when the different paragraphs of the resolution failed to obtain the necessary two-thirds majority because of a shift of votes, it was considered that the resolution as a whole had failed of adoption.

#### *Czechoslovak Propaganda Item*

In a readily recognizable cold-war maneuver, Czechoslovakia submitted a new item for inclusion on the agenda of the ninth General Assembly entitled "Prohibition of Propaganda in Favour of a New War." As part of the Communist tactic, the Czechoslovak delegation submitted a resolution purportedly directed toward measures to eliminate all propaganda in favor of a new war.

The United States voted in favor of inscription of this item despite its obviously propagandistic character, making clear that this Government had nothing to fear from such a debate. Ambassador Henry Cabot Lodge, Jr., also reminded the Assembly's General Committee

that the item was not likely to help to reduce international tensions. While the resolution as submitted did not single out any particular state, subsequent propaganda speeches by Soviet-bloc members made it clear that the United States was the primary target.

The Communist delegates charged in the *Ad Hoc* Political Committee that U. S. military leaders, government officials, and publishers were guilty of engaging in war propaganda, and particularly in propaganda in favor of a preventive war against the U. S. S. R. and Communist China. They maintained that measures should be taken to restrain these "warmongering" statements which, they argued, tended to increase international tension and jeopardize peace. Soviet-bloc members specifically attacked the Voice of America and other media used by the free world to reach the peoples behind the Iron Curtain.

The U. S. representative, C. D. Jackson, pointed out during the debate that there were two fallacies in the Communist charges. The first was the notion that statements appearing in the press of a free country or statements of parliamentarians who are free to speak their minds should be taken as expressions of the official policy of that country. Mr. Jackson indicated that apparently it was difficult for a Communist official, whose every statement is controlled, to understand this. The second obvious fallacy in the Communist case was that any public effort in free countries to call attention to the dangers of Communist expansion or to explain the sheer necessity of defense against this encroachment is defined by the Communists as "propaganda for a new war." Mr. Jackson then went on to discuss the nature of the Communist propaganda machine and the extent to which it distorts facts and disseminates lies, in contrast to the peaceful purposes of the United States Information Agency.

When the committee considered the Czech resolution, the United States in association with Australia, Brazil, Cuba, France, Honduras, Iraq, Pakistan, the Philippines, and the United Kingdom proposed a series of amendments placing the responsibility for warlike propaganda on the Soviet bloc because of its continued maintenance of the Iron Curtain which prevented the free exchange of ideas and information among the peoples of the world. The resolution in its amended form would also call upon all governments to give effect to the General Assembly's resolution of December 1, 1949, on "Essentials of Peace." New Zealand subsequently proposed that the title of the resolution be changed to read: "Strengthening of Peace Through the Removal of Barriers to Free Exchange of Information and Ideas." The committee accepted these amendments, with only the Soviet bloc voting against them, and the Assembly approved the revised resolution on December 11 by a vote of 45 in favor and 5 against with 9 abstentions.

The Communists found it impossible to vote for the resolution that they themselves had originally proposed after its substantial revision, and thus the Soviet-bloc maneuver to place responsibility for warlike propaganda on the United States backfired.

## GENERAL POLITICAL PROBLEMS

The United Nations continued during 1954 to be faced with two political problems of a general nature that are of major concern to the United States. One was the organization's inability to admit new members because of the Soviet veto in the Security Council, and the other was the persistent Soviet effort to seat the Chinese Communists in the United Nations and the specialized agencies.

### *Admission of New Members*

No progress toward solution of the long-existing impasse over the admission of new members to the United Nations was made during 1954. Nineteen applications remain pending, some of which were submitted as long ago as 1946.

No new member has been admitted since 1950. This has been the cause of concern and regret in many quarters. The Secretary of State, in his speech in the Assembly's general debate at its ninth session, remarked upon the disturbing fact that "the membership of the United Nations falls far short of representing the totality of those nations which are peace loving, which are able and willing to carry out the obligations of the charter and which are indispensable parties to many critical international problems." He went on to say that "unless ways can be found to bring all peace-loving, law-abiding nations into this organization, inevitably the power and influence of this organization will progressively decline." In referring to the membership stalemate in his annual report to the General Assembly, the Secretary-General also took the position that the number of states outside the United Nations lessened the effectiveness and influence of the organization.

Admission of 14 candidates (Austria, Cambodia, Ceylon, Finland, Ireland, Italy, Japan, Jordan, the Republic of Korea, Laos, Libya, Nepal, Portugal, and Viet-Nam) has been blocked solely because the Soviet Union has vetoed their applications in the Security Council on a number of occasions. The 5 remaining applicants (Albania, Bulgaria, Hungary, the "Mongolian People's Republic," and

Rumania) have never received the 7 favorable votes required for a Security Council recommendation, nor, as in the case of the other 14, have they been found qualified for admission by the General Assembly.

A Committee of Good Offices, consisting of representatives of Egypt, the Netherlands, and Peru, was established by the eighth General Assembly to consult with Security Council members in order to explore possibilities for reaching an understanding on the admission of new members in accordance with article 4 of the charter. In a number of informal meetings, it investigated ways of carrying out the task entrusted to it but reported that it had found nothing to indicate any fundamental change in the general position on admission of new members that would make a solution possible. At the same time, it expressed the hope that the different views might eventually be harmonized within the spirit of the charter and concluded that the Assembly should continue its efforts to reach a solution.

#### NINTH GENERAL ASSEMBLY CONSIDERATION

The ninth Assembly thus had before it the report of the Good Offices Committee, together with a second related agenda item proposed by Australia calling for admission of Laos and Cambodia. Australia explained that, in its view, the final declaration of the Geneva Conference, in which the participants expressed their conviction that the execution of the Geneva arrangements would permit Cambodia and Laos to play their part in the peaceful community of nations, made it appropriate to admit these countries at once to the United Nations. Also before the Assembly were letters from Austria, Hungary, Bulgaria, Rumania, Nepal, Albania, Japan, Libya, and Viet-Nam reaffirming their desire for admission.

When the *Ad Hoc* Political Committee began discussion of the membership question, a joint proposal was submitted by Australia, Pakistan, and Thailand declaring that Laos and Cambodia were able and willing to carry out the obligations of the charter and should therefore be admitted to the United Nations, and requesting the Security Council to take note of this declaration.

The U.S.S.R. submitted its usual "package" proposal, according to which the General Assembly would request the Security Council to review the applications of Albania, the "Mongolian People's Republic," Bulgaria, Rumania, Hungary, Finland, Italy, Portugal, Ireland, Jordan, Austria, Ceylon, Nepal, and Libya, with a view to recommending their simultaneous admission to membership.

India submitted a resolution providing for the Assembly to send back all the pending applications to the Security Council for further consideration, suggesting that the Security Council consider the desirability of a "periodic" or special high-level meeting pursuant to article 28 of the charter to help resolve the problem, and requesting the Good Offices Committee to continue its efforts and to report to the 10th regular session.

Argentina, Cuba, and El Salvador submitted a joint resolution reaffirming the qualifications of Austria, Ceylon, Finland, Ireland, Italy, Japan, Jordan, Libya, Nepal, and Portugal for admission. The United States submitted an amendment to this proposal adding the Republic of Korea and the State of Viet-Nam.

Finally, Argentina, Cuba, and El Salvador submitted a draft resolution requesting the Security Council to reexamine the outstanding applications; instructing the Good Offices Committee to consult with Security Council members in order to help them reach agreement; and postponing discussion for a fortnight, after which consideration of the item would be resumed with a view to reaching a solution during the present session.

Before action was taken on any of these proposals, however, the three Latin American States reached agreement with India on a joint draft combining some features of their previous separate proposals. Under the revised resolution the pending applications would be sent back to the Security Council; the Security Council would be asked to consider the desirability of a "periodic" meeting on the membership question; the Good Offices Committee would be requested to continue its efforts; and both the Security Council and the Good Offices Committee would be asked to report to the Assembly during the present session, if possible, and in any event not later than the 10th session.

In his speech in the general debate Ambassador James J. Wadsworth, the U.S. representative, supported the continuance of the Good Offices Committee as a means of keeping the door open to eventual solution. Once again he urged the admission of the 14 states that had already been determined on a number of occasions to be qualified and whose admission had been blocked exclusively by the Soviet veto. He concluded that it was difficult to be optimistic about the prospect of the admission of any new members no matter how highly qualified, or what special circumstances justifying their prompt admission might be adduced, as in the case of Laos and Cambodia. For this reason, he explained that the United States would continue to give serious study to the possibility of arrangements whereby qualified applicants might participate in the work of the General Assembly to the maximum extent possible.

This statement reflected the fact that earlier in the session the U.S. delegation had discussed informally with a number of members pos-

sible arrangements for nonmember participation in the General Assembly. A plan was envisaged whereby the Assembly would invite any nonmember that the General Assembly has found qualified for admission but whose admission has been blocked by the Soviet veto in the Security Council to send a resident representative to U.N. Headquarters and to accredit representatives to sessions of the General Assembly. Such representatives would have virtually the same rights as members in meetings of the Assembly and its committees, with the exception of the right to vote.

When the committee reached the point of voting on the several pending proposals, India submitted a procedural resolution whereby the committee would decide to give priority to the joint draft resolution submitted by India and the three Latin American States. Following adoption of this motion, the four-power resolution was approved unanimously on November 12. At the same meeting India and Indonesia submitted a joint draft resolution providing for reference to the Security Council of all the other pending proposals, which would obviate the necessity for separate votes on each of them. This resolution, after separate votes on each reference, was approved by a vote of 25 to 24 with 6 abstentions. Since it involved referring the Soviet "package" to the Security Council, the United States opposed it.

Thus, when the *Ad Hoc* Political Committee's report was submitted for plenary action November 23, two resolutions were recommended for adoption by the Assembly. However, following unanimous adoption of the resolution continuing the Good Offices Committee and requesting the Security Council to review the pending applications, the second resolution, under which the Assembly would have referred the various proposals introduced in committee to the Security Council, was withdrawn.

### *Chinese Representation in the United Nations*

During 1954 the Soviet bloc, with the support of a few non-Communist countries that favor participation of the Chinese Communist regime in the United Nations, continued its efforts to exclude representatives of the Government of the Republic of China from various bodies of the United Nations and its specialized agencies and to seat representatives of the Chinese Communist regime. The United States strongly opposed these efforts, taking the position that the Chinese Communist regime, which is a convicted aggressor and which has a consistent record of opposition to and contempt for the purposes and principles of the United Nations, totally lacks the qualifications to represent China. The large majority of countries supported the U.S. position. Consequently all attempts to seat Chinese Communists

failed, and at the end of 1954 representatives of the Government of the Republic of China continued to represent China in every U.N. and specialized-agency body of which China was a member.

The Soviet Union raised the Chinese representation issue at the opening meeting of the ninth session of the General Assembly on September 21, 1954. The Soviet representative, Mr. Vyshinsky, introduced a draft resolution under which the Assembly would consider "it necessary that representatives of the People's Republic of China . . . should take the rightful seat of China in the General Assembly and in other organs of the United Nations." Ambassador Lodge immediately moved that the Assembly decide "not to consider, at its ninth regular session during the current year, any proposals to exclude the representatives of the Government of the Republic of China or to seat representatives of the Central People's Government of the People's Republic of China." Following a brief debate, during which the representatives of the Republic of China, the United Kingdom, and Australia spoke in support of the U.S. proposal, the Assembly adopted that proposal by a vote of 43 to 11 (the 5 Soviet-bloc members, Burma, Denmark, India, Norway, Sweden, Yugoslavia) with 6 abstentions (Afghanistan, Egypt, Indonesia, Saudi Arabia, Syria, Yemen).

Despite this action by the Assembly, the Soviet Union on October 6 again raised the same issue in the Assembly's Credentials Committee. The Soviet representative first submitted a motion not to recognize as valid the credentials of the representatives of the Government of the Republic of China. However, the chairman ruled this motion out of order in view of the Assembly's decision of September 21, and his ruling was upheld by the committee. The Soviet representative then requested that a separate vote be taken on the credentials of the representatives of the Government of the Republic of China. The committee accepted the Chinese credentials by 7 votes to 2.

On October 21, during consideration by the Assembly of the Credentials Committee's report, a separate vote was again taken on the Chinese credentials. The Assembly approved the Chinese credentials by a vote of 35 in favor, 9 against, and 3 abstentions.

## *Economic and Social Cooperation and Human Rights*

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In 1954 the United Nations, in collaboration with the specialized agencies, continued and strengthened its efforts to advance economic and social cooperation and to promote human rights. Indeed, perhaps the most significant aspect of these activities was the degree to which they have been accepted and recognized as an essential and vital part of international relations. As the United Nations entered its 10th year, the main question was not whether the organization should undertake responsibilities and establish machinery in the economic, social, and human rights fields, but rather how best those well-established activities could be developed, improved, and coordinated. The record of 1954 showed, in general, steady progress in this collective action to foster human well-being and freedom.

In all of these activities the United States continued to take an active part. In many different forums U.S. spokesmen explained, successfully defended when necessary, and endeavored to convince other countries of the benefits of the democratic way as against the communist way of life. To many different programs—the Expanded Technical Assistance Program, United Nations Children's Fund, aid to Palestine refugees, and Korean relief—the United States made voluntary contributions.

The importance of these activities in the economic, social, and human rights fields in the worldwide struggle between democracy and communism was highlighted in 1954 by the increased participation of the Soviet bloc. The U.S.S.R., having learned that it is through the economic, social, and human rights programs that strides have been made in proving to other countries the interest of the free world in their problems, continued its contribution to the Expanded Technical Assistance Program, resumed its membership in the International Labor Organization, and joined the United Nations Educational, Scientific and Cultural Organization. The participation of the Soviet Union in these two specialized agencies provided new challenges to the free world and new opportunities for it to demonstrate its superiority in promoting peace and the general well-being.

## WORLD ECONOMIC SITUATION

The Economic and Social Council undertook its annual review of the world economic situation during its 18th session, which was held from June 29 to August 6, 1954. Its discussion, which was based on the annual World Economic Report prepared by the U.N. Secretariat, served to outline the economic problems of concern to member countries, the objectives they hoped to attain, and the problems that had to be resolved in attaining them. The Council developed specific recommendations for action on the problems of full employment and removal of obstacles to international trade, which were considered as special aspects of the world economic situation. Action on these matters is described separately below.

The U.N. report pointed out that the year 1953 was, in several respects, one of the most satisfactory for world economy since World War II. Total production and consumption in countries characterized by private-enterprise economies rose to record levels, and in most countries unemployment was relatively low. Inflationary pressures, which had plagued many countries since the outbreak of hostilities in Korea, had either been eliminated or tended to subside in the course of the year. The force of short-term fluctuations in prices, production, and international payments that had accompanied the Korean hostilities was apparently spent. International trade reached new high points, and the balance-of-payments position of the nondollar world with the dollar area improved considerably, with gold and dollar reserves of nondollar countries increasing during 1953 by about \$2.3 billion. Food production in relation to world population growth was more encouraging than at any time since the war.

The report pointed out, on the other hand, that prices of primary products in 1953 were down considerably, although in most cases they were still above those prevailing at the beginning of the Korean war. No great progress had been made in the underdeveloped countries in mobilizing domestic resources for economic development. In the centrally planned economies, slowness of agricultural growth was an overshadowing problem, while the supply of industrial consumer goods was frequently unsatisfactory.

In presenting this report to the Economic and Social Council, the Secretary-General stressed that, despite the generally satisfactory situation of economic affairs in 1953, the world faced difficult problems particularly as regards the economic development of underdeveloped countries and the adjustments necessary to insure that leveling off of armaments expenditures, which became possible in 1953, would be converted into peaceful economic expansion.

The statement of the U.S. representative in the Council, Preston Hotchkis, was characterized by a tone of cautious optimism. He pointed out that the downturn in economic activity in the United States which became evident in the second half of 1953 followed upon almost a decade of steady postwar expansion with virtually no interruption, other than the brief recession of 1949. In connection with the impact of the 1953 decline in our economic activity on the rest of the free world, he emphasized that it had not been accompanied by any substantial net reduction in the outflow of American dollars. Western Europe, in particular, continued to maintain a high level of economic activity and experienced no counterpart of our own recession.

In appraising the economic outlook for the United States in the light of economic developments after the Korean armistice, the U.S. representative stressed the factors that now strengthen the ability of the United States to resist a depression, including the large volume of accumulated savings, the private and public pension and social security program, the Federal bank-deposit and mortgage-guaranty insurance systems, the growing practice of large corporations of establishing long-range capital budgets for investment in plant and equipment, and the determination of the Government to take whatever steps may be required to maintain the economic health of this country. His analysis of the factors supporting the long-term economic development of the United States, such as population growth and the rapidly increasing amounts spent on scientific and industrial research, gave some indication to other members of the Council of what might be expected by way of economic expansion here in the years ahead.

The Soviet delegate, as usual, attempted to portray conditions in the free world in the worst possible light and contrasted alleged stagnation and deterioration of the free-world economy with claims of unbroken Soviet economic and social progress. Despite the generally satisfactory world economic situation, some of the underdeveloped countries expressed apprehension, being especially concerned over the drop in prices and reduction in demand for primary commodities. The solution, they said, lay in stabilizing trade in primary commodities and in the use of public capital for development of the underdeveloped countries.

### *Full Employment*

In the course of its annual review of the world employment situation, the Economic and Social Council has paid special attention, during the past 2 years, to the problem of "reconversion after the

rearmament period." Since the cessation of hostilities in Korea, one of the chief concerns of other countries has been whether there would be a recession in the United States and whether the U.S. Government would be prepared to take timely or sufficient action should a downturn in economic activity begin. This preoccupation with the U.S. economic situation reflects the fear of mass unemployment in the industrialized countries and arrested economic development in the less developed countries as a result of a decline in the former's demand for the latter's raw materials. The replies of governments to the Secretary-General's questionnaire on the subject and the debates at the 18th session of the Economic and Social Council revealed that the industrialized countries were fully aware of the problem and were prepared to take corrective measures where and as soon as necessary. This review also disclosed that the fear abroad of a deep U.S. recession had abated considerably due to the fact that the decline in overall U.S. economic activity had been substantially less than many people anticipated. The fear of such a recession, however, has not been completely eliminated.

As the problem of full employment was considered by the Council as an integral part of the problem of the world economic situation, the U.S. representative, Mr. Hotchkis, dealt with both problems in the same statement, discussed above under the heading "World Economic Situation." The Soviet Union attempted to exaggerate the decline in production in the United States and to play upon the fears of other countries concerning the possible impact of this decline on their economies. It introduced a resolution calling for a conference of nongovernmental agencies to explore the "truth" about employment conditions and making specific recommendations on a wide range of social, fiscal, and political issues. This proposal was criticized by many delegations on the ground that such a conference would be unmanageably large, that it would not include governments, and that the studies concerned could best be undertaken by existing agencies in the field. Moreover, some of the recommendations were deemed incompatible with the operation of a free economy and would have involved matters felt to be the domestic concern of individual governments.

The resolution finally adopted, which was sponsored by several countries including the United States, invited the International Labor Organization to continue its work in the field of employment problems, with due regard to the need of furnishing comments and suggestions on problems of particular concern to the Council. This resolution also recommended that member states follow changes in economic trends and be prepared at any time to take action to maintain high and expanding levels of production, having regard to the impor-

tance of avoiding adverse effects on employment and economic development in other countries.

At the ninth session of the General Assembly the Soviet Union introduced essentially the same resolution it had submitted to the 18th session of the Economic and Social Council. The Soviet draft was again rejected, and the Assembly endorsed the Council's action.

The Council at its 18th session also considered the replies of governments to the Secretary-General on their experience in dealing with inflationary pressures at high levels of economic activity. It appeared in the course of discussion that the problem of inflation, which had been of widespread concern in the period immediately following the outbreak of hostilities in Korea, was no longer felt to be a major threat to economic stability in most countries.

### *Commodity Problems*

Problems relating to the international marketing of primary commodities were discussed in 1954, as in other years, in a number of U.N. bodies and specialized agencies. As in 1953, such discussions stemmed largely from international concern over existing surpluses, particularly of American agricultural products, and their potential effects on world markets. The possibilities of intergovernmental action to deal with the immediate problem of surpluses, as well as the problem of commodity price stabilization over the longer term, received considerable attention.

#### FAO ACTION ON AGRICULTURAL COMMODITIES

The Food and Agriculture Organization (Fao) in 1954 adopted a set of "Principles of Surplus Disposal" and established a Subcommittee on Surplus Disposal. (See below, p. 115.) The terms of reference of this subcommittee are to review developments in the disposal of agricultural surpluses, to assist Fao member countries in developing suitable means of surplus disposal, and to provide a forum for discussion of proposals, programs, policies, or transactions of governments for the disposal of agricultural surpluses in the light of the "Principles of Surplus Disposal". Considerable attention was given by Fao to problems affecting the dairy industry. For example, a Working Party on Dried Skim Milk was established in Washington by the subcommittee to explore the feasibility of intergovernmental cooperation in the disposal of existing surpluses of that product. In Egypt, Fao made a pilot survey to ascertain the extent to which surplus supplies of dried skim milk could be utilized to raise the level of

nutrition and stimulate consumer demand. At the same time this pilot survey, which will serve as a guide to other countries having similar problems, assessed possibilities for increasing local milk supplies. Through FAO worldwide information on the agricultural commodity situation is continually being made available to interested governments.

A proposal by olive oil-producing countries of the Mediterranean area for an intergovernmental commodity agreement to stabilize the olive oil market was discussed at the 20th session of the FAO Council, and further consideration is being given to this matter. The United States has expressed doubts about the necessity or the practicability of this proposal.

#### COMMISSION ON INTERNATIONAL COMMODITY TRADE

The Economic and Social Council at its 18th session, in the summer of 1954, adopted a resolution constituting the Commission on International Commodity Trade, which at its 17th session in the spring it had decided, over U.S. opposition, to establish. This Commission's main task is to recommend measures "to avoid excessive fluctuations in the price of and the volume of trade in primary commodities, including measures aimed at the maintenance of a just and equitable relationship between the prices of primary commodities and the prices of manufactured goods in international trade." In the U.S. view, these terms of reference are altogether too broad and vague to make likely effective action on the part of the new Commission. At the resumed 18th session of the Council in December, 18 U.N. member countries were elected to the Commission for staggered terms of 2, 3, and 4 years. Subsequent elections will be held annually for 3-year terms for 6 of the 18 seats.

Though not a candidate for election to the Commission, the United States was elected for a 2-year term. The U.S. representative in the Economic and Social Council stated after the election that the United States was not prepared to participate in the work of the Commission on International Commodity Trade (CICIT) but that it wished to be kept closely informed of this work as it developed, in the hope that the United States might be of assistance. The United States, he added, would be prepared to reexamine the question of its eventual participation after the Commission's terms of reference and its scope of activities had been more clearly defined.

## THE INTERIM COORDINATING COMMITTEE ON COMMODITY ARRANGEMENTS

The responsibilities of the Interim Coordinating Committee for International Commodity Arrangements (ICCA) were reduced to discharging functions for convening intergovernmental study groups, advising the U.N. Secretary-General on the convening of commodity conferences, and coordinating the activities of the individual commodity study groups and councils.

## INTERNATIONAL COMMODITY AGREEMENTS

In 1954 the new International Sugar Agreement, negotiated at a U.N. conference in 1953, entered into force, and the International Wheat Agreement of 1953 continued in operation. The United States participates in both of these agreements. The United States, however, is not considering participation in the International Tin Agreement, which was negotiated at a U.N. conference that met in two sessions, the first in 1950 and the second in 1953. This agreement had not been ratified by a sufficient number of countries to bring it into force by the end of 1954.

The international study groups on cotton and rubber held their annual meetings in 1954 and issued reports which, after surveying the international situation of each commodity, concluded that there was no need for international agreements on these commodities.

*General Agreement on Tariffs and Trade*

Although the General Agreement on Tariffs and Trade (GATT) is not a U.N. instrument, it was negotiated under U.N. auspices. It contains a set of rules and principles by which member states agree to conduct their mutual foreign trade relations and provides a means for negotiating reductions in tariffs and other governmentally imposed barriers to international trade.

The *Ad Hoc* Committee on Agenda and Intersessional Business of the GATT met from July 26 to August 3, 1954, to frame the agenda for the ninth annual session of the GATT. Since the ninth session was to be devoted to a review of the entire General Agreement, the nations attending the *ad hoc* committee meeting used the occasion for an informal and unofficial exchange of governmental views on the General Agreement.

The ninth session convened in Geneva on October 28, 1954. The contracting parties undertook a complete review of the General Agree-

ment on Tariffs and Trade in the light of experience gained during the 7 years of its application. In addition, they considered a long agenda of regular business items, such as trade complaints, review of balance-of-payments restrictions, and recommendations for increasing trade through simplification of customs administration and reduction of consular formalities. In their review of the agreement, the contracting parties were particularly concerned with such matters as the scope and nature of the functions of a future organization for administering the General Agreement on Tariffs and Trade and its relationship to the United Nations and other bodies; possible adjustments in the agreement to accommodate the wide divergence in levels of economic development among the countries that are contracting parties; and possible modifications in the provisions regarding agricultural quotas, export subsidies, and balance-of-payments restrictions.

Also on the agenda of the ninth session was the question of arrangements for tariff negotiations with Japan to be carried on in 1955 within the framework of the General Agreement. At the eighth session, in 1953, a resolution had been passed inviting contracting parties to accept a declaration stating that until the formal accession of Japan to the General Agreement or until June 30, 1955, their commercial relations with Japan would be based on the General Agreement. At the same time the contracting parties invited Japan to participate in their sessions and subsidiary bodies. Twenty-four countries have signed or accepted the declaration. The completion of the projected tariff negotiations is designed to enable Japan to become a contracting party to the General Agreement.

The annual report of the contracting parties for 1953 prepared by the GATT secretariat was published in June 1954 under the title *International Trade, 1953*. In addition to summarizing the activities of the contracting parties during 1953, the report contains summaries of recent developments in the structure and pattern of international trade and of barriers and controls existing in international trade.

### *International Bank for Reconstruction and Development*

During 1954 the International Bank (IBRD) continued to play a major role in the field of international finance. Its monetary contribution to world economic development was reflected in new loans amounting to \$292.6 million to 14 member countries—Australia, Austria, Belgium, Brazil, Ceylon, Ecuador, El Salvador, France for French West Africa, India, Mexico, Norway, Pakistan, Peru, and Turkey. These new credits raised the total of IBRD lending since its first loan in 1947 to well over \$2 billion. Since 1949, when immediate postwar reconstruction requirements had been met, the Bank has made devel-

opment loans of over \$1.5 billion largely to underdeveloped areas for a variety of projects designed to increase production and raise standards of living.

The IBRD also continued in 1954 to provide extensive technical guidance to its member countries on a wide range of economic development problems. For example, an IBRD mission visited Ceylon in April and May to investigate the possibility of establishing a privately owned development corporation, and a similar mission visited India earlier in the year. From January to May a survey mission was occupied in Malaya and Singapore preparing recommendations for the general economic development of the area. A general survey mission was sent to Syria to assist the Government in formulating a long-term development program. In February and March the President of the IBRD spent 4 weeks visiting member countries in Central and South America and discussing their problems of economic development. A mission left for Japan in July to advise on the development and modernization of its agriculture, and during the year the IBRD issued its final report on the economic development prospects of Nigeria, recommending practical measures for realizing them.

Two features of the IBRD's operations during the year were generally regarded as significant and encouraging. The sale of IBRD bonds in the private capital market has for some time served as one of the chief means of mobilizing private capital for international investment. During 1954, however, private investors came to participate directly in loans extended by the IBRD to an increasing extent, and indications were that such private participation would become a continuing and growing part of its operations. A still more conspicuous development during the year was the increasing internationalization of the IBRD's financial resources. Of all its bonds sold in the 12 months between July 1, 1953, and June 30, 1954, investors outside the United States bought three-fifths. Now, 40 percent of all funds that the IBRD has had available to lend since the beginning of its operations has originated outside the United States. This reflects the great improvement that has taken place in world production and trade during the last 5 years, especially in Europe, and is a hopeful augury for international financing of economic development in the future.

Adherence of Indonesia and Israel to the Articles of Agreement of the IBRD raised its membership to 57 countries, and its total subscribed capital to \$9,152,000,000. The Board of Directors having suspended Czechoslovakia from membership effective December 31, 1953, for failure to make payment of that part of its subscription due in gold or dollars, Czechoslovakia, in the absence of further action, ceased to be a member on December 31, 1954.

## *International Monetary Fund*

The attention of the International Monetary Fund (IMF) during 1954, as in the past, was focused on promoting sound foreign exchange policies and practices by member governments. In this regard, the IMF gave more active consideration to the prospects for, and the problems involved in, the restoration of currency convertibility. The discharge of this central responsibility of the IMF was facilitated both by the continuation of the favorable international payments situation of the previous year and by a welcome trend in governmental policy toward a freer system of world trade and payments.

The IMF carried on its third series of annual consultations on exchange restrictions maintained by member countries under the Articles of Agreement. In these consultations the IMF and the consulting countries examine the underlying causes of the restrictions, the progress that has been made in reducing their intensity, and the means for achieving further progress. With the general improvement in the international payments situation, particular attention was given in 1954 to the possibilities for relaxing discriminatory restrictions affecting transactions with the dollar area. The IMF also continued its efforts to bring about a consolidation and simplification of multiple exchange rate systems utilized by various countries.

The IMF issued its *Fifth Annual Report on Exchange Restrictions* in 1954. It participated in the proceedings of the contracting parties to the General Agreement on Trade and Tariffs and consulted with them on financial questions relating to the maintenance of quantitative restrictions on imports and to other trade matters. The furnishing of technical assistance to its members on problems of internal and external finance continued to be a significant activity of the IMF.

Indonesia and Israel joined the IMF in 1954. Afghanistan and the Republic of Korea were accepted for membership and are in process of taking the final steps preparatory to formal entry. Czechoslovakia's membership was terminated for failure to comply with certain basic requirements of the IMF Articles of Agreement.

## *Regional Economic Commissions*

The three regional economic commissions of the Economic and Social Council—the Economic Commission for Europe (ECE), the Economic Commission for Asia and the Far East (ECAFE), and the Economic Commission for Latin America (ECLA)—continued during 1954 to serve as a forum for the discussion of the economic problems common to the governments of the respective regions. In meetings of special committees and study groups, as well as in the plenary sessions,

these Commissions addressed themselves to matters that the countries of the region felt were of particular concern to them and could best be approached in these bodies. The secretariats of the three Commissions, which are parts of the U.N. Secretariat, continued with the preparation of technical reports and general surveys, increasingly used as basic source material for economic planning. In ECAFE and ECLA, major attention was devoted to the problem of economic development as it applied to the large proportion of underdeveloped countries in these two regions.

The question of interregional cooperation among the three Commissions received considerable attention during the year and is to be the subject of a special report scheduled for discussion at the respective plenary sessions in 1955.

### ECONOMIC COMMISSION FOR EUROPE

The *Annual Survey of the European Economic Situation*, prepared on the responsibility of the secretariat, was again outstanding for its scholarship and comprehensive analysis of European economic questions and was the main document for consideration at the ECE's annual plenary session. In its comments on the survey, the United States emphasized the reasons for confidence in continued high-level economic activity in the United States and in Western Europe. The survey included a special section on the less developed countries of Southern Europe, which led a working group of the Southern European countries themselves to study their development problems intensively during the year and to prepare a report for the ECE's 1955 session.

Two ECE committees, one on the development of trade and the other on agricultural problems (staffed jointly by ECE and FAO) resumed regular meetings during 1954. Basic disagreement between Communist and non-Communist members of the Commission on appropriate issues and procedures for these committees had kept them from meeting for several years. The year was again marked by increased participation by the East European countries in the technical committees, several of these countries submitting economic data and discussing common problems in the committees for the first time in the Commission's history. More active East European participation in the committees and the continued improvement in the West European economic situation led to a review of much of the technical work of the committees to obtain concentration on the most urgent current economic issues of broad European interest. As a full member of the Commission, the United States not only participated in this review of the committees' work program, but also was represented at the sessions of the various technical committees.

During the year the committees and their secretariats published periodic reports on production, consumption, and trade in Europe of coal, steel, timber, and certain agricultural products. A comprehensive report on *European Housing Progress and Policies in 1953* was also issued, in addition to other special studies on coal, steel, electric power, and intra-European trade.

The 17th session of Ecosoc approved the admission to full membership in the Commission of those consultative members that had been determined by the General Assembly as eligible for membership in the United Nations. As a result, only Italy applied and has become a full member of the ECE.

### ECONOMIC COMMISSION FOR ASIA AND THE FAR EAST

Through the meetings of the Economic Commission for Asia and the Far East (ECAFE), its subsidiary groups, and *ad hoc* technical conferences and working parties, the participating nations of the region—extending from Japan to Afghanistan—together with member states outside the region having interests in the Pacific, have had opportunities to share basic knowledge and current information in various economic and technological fields. The United States is a full member of this Commission.

At ECAFE's 10th session at Kandy, Ceylon, in February 1954, the deliberations highlighted three major themes: the need for raising living standards in Asia, the methods available to accomplish this goal, and national and international efforts in this direction. Preceding this plenary session were the meetings of the Commission's two major subsidiary bodies, the Inland Transport Committee and the Committee on Industry and Trade. A leading accomplishment of the latter group—in response to the growing interest of member governments in these fields—was the establishment of two new subcommittees, one on mineral resources development (which met for the first time in November) and the other on trade.

Other important meetings of Commission bodies during the year included those of the subcommittee on electric power, railways, and inland waterways. A Regional Conference of Statisticians took place in March, and a Regional Technical Conference on Water Resources Development was held in May, which participants from the U.S. Foreign Operations Administration and the U.S. Army Engineers considered a very successful example of international technical cooperation. The Working Party on Financing Economic Development continued its highly valuable efforts to assemble basic materials in this field.

As the result of a resolution approved by the 17th session of the Economic and Social Council, all associate members of ECAFE that have

been determined by the General Assembly as eligible for membership in the United Nations are eligible for full membership in the Commission. States in this category that have become full members are Cambodia, Ceylon, Japan, the Republic of Korea, Laos, and Viet-Nam.

#### ECONOMIC COMMISSION FOR LATIN AMERICA

The Economic Commission for Latin America (ECLA) continued in 1954 its economic, technological, and statistical studies designed to assist the Latin American governments in dealing with their immediate problems and to serve as guides in the formulation and coordination of their economic development policies. Special attention was given in 1954 to problems of economic development and to cooperative projects with the Organization of American States for the Rio de Janeiro Meeting of Finance Ministers in November.

No plenary session of ECLA was held in 1954, but the Committee of the Whole met twice. The first meeting in February reviewed the Commission's work program and approved the annual report of the Commission to the Economic and Social Council. This meeting also approved the program of work and priorities for 1954-55, which included projects on economic growth and the technique of programming for economic development, economic problems of agriculture, industry and mining, international trade, and the annual *Economic Survey* mentioned below.

The second Committee of the Whole meeting, in July, noted with approval the request made at the 10th Inter-American Conference for the collaboration of ECLA in the preparations for the Meeting of Ministers of Finance or Economy at Rio de Janeiro in November. Pursuant to this request, the ECLA secretariat prepared a study on problems of economic development in Latin America and methods for dealing with them. A Preparatory Group, consisting of six Latin American economists, was appointed to formulate recommendations and projects based upon this study. The secretariat study and the Preparatory Group's recommendations, to several of which the United States was unable to subscribe, were incorporated in a document entitled *International Cooperation in a Latin American Development Policy*, which was submitted as part of the documentation for the Rio de Janeiro meeting.

The *Economic Survey of Latin America, 1953*, prepared by the ECLA secretariat and published in 1954, examined the trends of economic growth, analyzed the balance of payments and international capital movements, and presented statistics relating to foreign trade, the monetary situation, industry, and agriculture. The survey is perhaps

the most important example of the analytical and statistical work undertaken by ECLA.

The ECLA secretariat also published in 1954 a *Study of the Prospects of Inter-Latin American Trade (Southern Zone of the Region)* and *Possibilities for the Development of the Pulp and Paper Industry in Latin America* (a joint study with the Food and Agriculture Organization (FAO)).

## JOINT ACTIVITIES

The three regional Commissions have organized many joint activities with the United Nations and the specialized agencies, and there is a constant interchange of technical and statistical information among them. A major joint project involving ECLA and FAO in 1954 was the Meeting of Latin American Pulp and Paper Experts held in Buenos Aires, for which the principal document was *Wood Pulp and Paper Resources and Prospects*, prepared by FAO with the cooperation of the secretariats of ECLA, ECE and the United Nations Educational, Scientific and Cultural Organization (UNESCO).

An important continuing joint activity of ECLA and U.N. Technical Assistance Administration (UNTAA) is a program for training Latin American economists on problems of economic development. The program includes theoretical training in economics and statistics, combined with research in which trainees work on special development studies involving their own individual countries. The purpose of this program is to help meet the shortage of trained economists in Latin America.

The ECE and FAO continue to maintain joint secretariat units in forestry, to service the ECE Timber Committee and FAO's European Forestry Activities, and in agriculture, to provide common European agricultural data both to FAO and ECE and to service the ECE Agriculture Committee or related governmental activities. The International Labor Organization (ILO) provides considerable data and participates in ECE working parties in such fields as coordination of transport, productivity, and labor problems generally. ECAFE has had extensive cooperative arrangements, especially with UNTAA and FAO. For example, ECAFE and UNTAA cooperated in a housing survey and seminar, in establishment of a Railway Training Center in Pakistan, in a tour of cottage-industry leaders to Japan, and in a seminar on the organization and administration of public enterprises in industrial fields. ECAFE and FAO maintain an agricultural division in ECAFE which is intended to produce the technical agricultural surveys and data required for both ECAFE and FAO programs. In addition, the ECAFE Bureau of Flood Control is engaged in numerous activities of concern

to agriculture, in which FAO participates. ILO has supplied technical data on various subjects to ECAFE and, with UNESCO, has cooperated in technical training of personnel for economic development. UNESCO assistance in training and in scientific research has also been made available for various ECAFE meetings and projects.

## ECONOMIC DEVELOPMENT OF UNDERDEVELOPED COUNTRIES

### *Technical Assistance*

In 1954 the United Nations Expanded Technical Assistance Program won increasing confidence from the members of the United Nations. During the course of the year, 1,604 experts were sent out under the program and 1,599 fellowships were awarded to nationals of underdeveloped countries for study abroad. On an average throughout the year, the program had at any given time approximately 930 experts in the field and approximately 600 fellows in training. At the Technical Assistance Conference held in November 1954, Sen. H. Alexander Smith characterized the program as follows: "In pooling our knowledge through the United Nations Technical Assistance Program we are not only helping people but we are helping them to help themselves. This is doubly rewarding. Not only are immediate problems solved but the groundwork is also laid for greater progress in the future. The program grows on its own successes."

### FINANCE AND ADMINISTRATION

The Fifth Technical Assistance Conference was held in November 1954. For calendar year 1955, representatives of 60 governments (exclusive of the United States) made pledges totaling \$12,896,621 (as of December 31, 1954), thereby increasing their pledges on an average of 15 percent over the year before. Major pledges (in dollar equivalents) were the United Kingdom, \$2,240,000; Canada, \$1,500,000; France, \$1,448,571; the U.S.S.R., \$1,000,000; the Netherlands, \$660,000; Sweden, \$579,935; Denmark, \$550,166; Australia, \$500,000; India, \$400,000; and Norway, \$400,000. (For a more complete breakdown of contributions in 1954, see Appendix II.)

The U.S. Congress in 1954 appropriated \$9,957,621 to complete payment of the U.S. pledge made previously for the operation of the program in calendar year 1954 (Mutual Security Act, 1955). To this

appropriation the Congress added the proviso "That no commitment for the calendar year 1955 or thereafter shall be pledged on behalf of the United States until the Congress appropriates for said purpose." In accordance with the wishes of the Congress, the U.S. representative at the pledging conference refrained from making a pledge to the 1955 program. However, the President authorized the U.S. delegation to state that he was prepared to request from the Congress funds for a U.S. contribution to the 1955 program, and he expressed the hope that the program would continue to operate at least on its present level and that in the future it would obtain increasing support from all governments.

The U.S.S.R., which had contributed 4 million rubles (approximately \$1 million) to the program for 1953 and an equal amount for 1954, pledged a similar sum for 1955. The availability of the Soviet contribution in rubles only has precluded its use except for sending Russian experts to the field, making training grants in Russia, and procuring Russian supplies or equipment; and none of the rubles so far actually available to the program had been used by the end of 1954.

A major development took place during the year in the organization of the program. Under the present system, funds from the central account have been allocated to the participating agencies largely on the basis of predetermined percentages. While this system has given a certain assurance to these agencies concerning the funds that might be at their disposal, it has also tended to make it somewhat difficult for the various recipient countries to establish their desired proportions of activity in the major fields of the program. In an effort to promote more effective country planning, the General Assembly at its ninth session, on November 26, 1954, adopted, on the recommendation of the Economic and Social Council, a resolution that will base agency allocations on the programs drawn up in the various recipient countries as subsequently approved. This procedure was made subject, however, to the important proviso that the amount allocated to each of the agencies should not normally be less than 85 percent of the amount allocated to it for the previous year. In the development of the country programs, emphasis was laid on the responsibility of the U.N. resident representative for coordinating the consultations between the governments and the participating agencies and for the drafting of the final plan. At the same time, the new plan provided that the annual proposed program should be approved by the Technical Assistance Committee (TAC) before it could become effective, with subsequent confirmation of allocations to the participating agencies by the General Assembly. The resolution made clear, however, that TAC review of the program should not deal with country allocations, with the technical aspects of the program, or with the national

development plans of the respective governments, but should be concerned with overall priorities, evaluation of projects, and program interrelationships. The new arrangements were to be effective for planning purposes in 1955 and operationally in 1956. For 1955 the same financial arrangements would prevail as for 1954; that is, 75 percent of the available funds would be automatically available for allocation to the participating agencies under the percentage formula.

In expressing support for the Economic and Social Council recommendation, the U.S. delegation emphasized at the ninth General Assembly the importance that the United States attaches to the role of the specialized agencies in the technical and operational aspects of the program.

Throughout the year coordination between the multilateral and the U.S. bilateral programs continued to develop without drastic changes in procedure. Two meetings were held between the members of the U.N. Technical Assistance Board (TAB) and the Director of the U.S. Foreign Operations Administration and his top staff members. Working relationships in the field continued to provide the backbone of the coordination effort, with increased understanding in many countries. Documentary exchange procedures as between headquarters were carefully reviewed and improved, while a considerable number of personal visits by both headquarters officials and field experts took place on a two-way basis between Washington and United Nations and specialized-agency headquarters.

## EXAMPLES OF PROGRAM ACCOMPLISHMENTS

The expanded program continued in 1954 largely along previous lines. At the same time, it gave increasing evidence of becoming firmly established through projects designed to promote long-term economic development. Activities under the program may be illustrated as follows:

### *Public Administration*

The United Nations Technical Assistance Administration (UNTA) assisted the Turkish Government to establish an Institute of Public Administration for Turkey and the Middle East in 1953. Beginning in 1955, the six U.N. experts provided for its faculty will be withdrawn progressively and their responsibilities taken over by Turkish experts. The U.S. bilateral program has collaborated closely with the United Nations on this project. Nearly 200 civil servants have completed courses at the Institute.

Similarly, in Costa Rica an Advanced School of Public Administration was established as a U.N. technical assistance project in early

1954. In December the first course was completed with the graduation of 27 public officials from the five Central American countries.

### *Development of Civil Aviation*

The International Civil Aviation Organization (ICAO) has assigned a total of 21 aviation experts to Indonesia, beginning in 1951. Their activities have included the improvement of airports, the creation of a network of radio communications, and the development of air traffic services. Indonesia, fully endorsing the experts' proposals, has purchased radio equipment for installation at 30 airports and is now working to improve existing airfields and establish new ones. ICAO training experts have assisted the Government in the establishment and operation of a permanent aviation training center in which almost 300 nationals have so far been enrolled.

### *Industrial Production*

The UNTAA is carrying out in Yugoslavia a large and well-planned technical assistance program in industrial production. This has been closely coordinated with other foreign assistance to Yugoslavia (including U.S. bilateral economic and technical aid) as well as with the worker-training program of the International Labor Organization (ILO). Experts are beginning to report improvement in steel production methods. Other experts are assisting Yugoslavia in production of pulp and paper, electrical equipment, insecticides, refractory bricks and ceramics, petroleum and lignite, and heavy equipment such as mining and road-building machinery. Under the ILO program, a large number of qualified Yugoslav workers and technicians are sent abroad for training, chiefly to Western Europe.

### *Agricultural Production*

In Iraq, a U.N. Food and Agriculture Organization (FAO) farm-machinery specialist has trained operators and mechanics in the use of agricultural machinery imported by the Government. More than 100 Iraqis have already been trained. An expert on small implements is cooperating with the U.S. bilateral program on the introduction of small tools, such as scythes and plows, and local blacksmiths are turning out tools according to the expert's design.

Too much or too little water lessens agricultural production in many parts of the world. In East Pakistan in an area suitable for the production of rice, jute, sugar cane, and other crops, FAO has been assisting the Government for several years in the development of a drainage and irrigation plan. A gravity drainage system to remove monsoon floodwaters and irrigation by pumping from the Ganges River during the dry growing season are contemplated. To assist in carrying out

the plan, the U.S. bilateral program will furnish excavation equipment, pumps, and flow regulators. Under the Colombo Plan, the Canadian Government will furnish a steam powerplant for the pumps.

In Syria Fao has been specially concerned with an important wheat-growing district that suffers from insufficient drinking water to last through the year. The Syrian Government will furnish funds for well drilling as a means of implementing the surveys and hydrologic analyses that the Fao expert has prepared.

#### *Auxiliary Services to Industry*

Significant progress has been made through the ILO training-within-industry program. In India a training-within-industry expert has been working in the textile industry since August 1953 and has trained several hundred supervisors and foremen, with notable improvements in production. In Pakistan an ILO expert conducted a series of courses for introducing training-within-industry methods, and this work is now being continued under the auspices of the Ford Foundation.

#### *Health Services*

The steady advance since 1948 of jungle yellow fever from South America toward Mexico, through Panama and Central America, where it had been absent for a generation, points up the persistent vigilance required to keep this disease under control. The presence of the *Aedes aegypti*, the yellow fever mosquito carrier, in Mexican ports and in American cities on the Gulf of Mexico constitutes a situation ideal for the international spread of yellow fever. Control of the *Aedes aegypti* will minimize this possibility, and the elimination of this mosquito would effectively prevent such spread. The World Health Organization (WHO), the United Nations Children's Fund (UNICEF), and the Government of Mexico joined forces during 1954 in a campaign for the eradication of the *Aedes aegypti* mosquito from Mexico. A WHO consultant arrived in July, established headquarters at Merida, and began the intensive training of local personnel. Almost 1,500 city blocks were covered in the initial survey which found an *Aedes aegypti* index of approximately 30 per cent. This represents a serious situation and emphasizes the need for the eradication program.

Tuberculosis control receives important emphasis from the WHO. WHO opened a chest clinic in early 1954 at Baghdad (Iraq), getting dispensary services and a training program under way in the first quarter of the year. Through a similar center in Tehran (Iran), WHO is again demonstrating the long-term effort that is necessary for effective progress in the field of health.

*Education*

Training of teachers for national school systems represents a wise investment for economic development. United Nations Educational, Scientific and Cultural Organization (UNESCO) experts in the social and natural sciences have organized courses at the University of Liberia's School of Education, providing training for in-service teachers and helping educational authorities in the selection of textbooks. At the university level, science experts have organized courses and assisted with the improvement of laboratory facilities. In Afghanistan UNESCO carried forward through 1954 activities directed toward the improvement of class teaching methods, the preparation of a methods textbook, the organization of in-service training courses, and the establishment of model schools for the training of prospective teachers. There has been active cooperation with the U.S. bilateral program in this project.

*Increasing the Productivity of the Land*

The problems of assuring an adequate supply of food to their peoples and of improving the economic and social condition of their rural populations continued to occupy the attention of the governments of many countries in 1954. The primary responsibility for promoting international cooperation and international technical assistance in regard to the production, distribution, and consumption of food and agricultural products and for raising nutritional levels rests with the Food and Agriculture Organization (FAO). However, because of the indivisible relationship between agricultural and general economic problems, the Economic and Social Council and the General Assembly also consider from time to time various economic problems arising out of agricultural and food situations. For example, the General Assembly and the Economic and Social Council in 1954 paid special attention to the food and agriculture situation as related to such other aspects of the world economy as international trade, price problems, and economic development generally. In addition, these two U.N. organs considered such problems of agrarian structures and institutions as land tenure in relation to increasing agricultural productivity and economic development and a proposal to establish a world food reserve. These international activities, carried on with relatively limited financing, supplement and strengthen the much more extensive national, regional, and private agricultural development programs already under way in many parts of the world.

## THE WORK OF FAO

A major shift of emphasis in Fao's program to increase the world's food supply was reflected in its 1954 activities. During the year the organization began to carry out, in cooperation with member governments, the recommendation of its 1953 Conference that governments should consider shifting their agricultural policies toward selective expansion of products needed for nutritional purposes in areas of greatest need, rather than indiscriminate expansion of food and agricultural production.

This action was taken in recognition of the fact that, on the one hand, surpluses of certain commodities were piling up in some regions while, on the other hand, in more than half of the world production of foods urgently needed for nutritional requirements still needs to be increased. Fao sent teams to work with individual member governments, especially in Latin America and the Near East, in order to assist them in analyzing their agricultural production programs. Regional meetings also were held on problems of selective expansion at which the entire food and agricultural position was analyzed and recommendations for governmental action were made. Consultations with member governments in Asia and the Far East also laid the groundwork for a regional meeting on selective expansion to be held in that region in 1955. These activities are only a small beginning toward the enormous tasks still ahead in improving the efficiency of world food production and distribution.

A second activity promoted by Fao in 1954 was the development of the "Principles of Surplus Disposal," which are now being referred to member governments for their consideration as policy guides in carrying out surplus disposal programs. The formulation of these principles resulted from the policy discussions on surplus disposal of the 1953 Fao Conference and in the Fao's Committee on Commodity Problems (Ccp). The United States participated in discussions of the Ccp's Consultative Subcommittee on Surplus Disposal, which was established in Washington. (See also p. 99 above.)

The technical, economic, and statistical work of Fao in agriculture, forestry, fisheries, and nutrition continued throughout 1954 along established lines. The number of countries ratifying or adhering to the International Plant Protection Convention increased from 17 in 1953 to 24 in 1954. The fundamental objective of Fao's work in plant protection, as well as in other technical fields, is the strengthening of national food and agricultural services. Governments participating in these activities contribute significantly both in funds and in supporting personnel. For example, contributions far exceeding Fao's investment of \$150,000 in 1954 were made to the international locust-control program in the Near East by Egypt, France, India, Iran,

Iraq, Jordan, Kuwait, Saudi Arabia, Sudan, Syria, Turkey, and the United Kingdom, and by the United States under its bilateral technical assistance program. Six governments are now contributing funds for the European Foot-and-Mouth Disease Commission, which came into formal existence in 1954. All the Asian members of the International Rice Commission contribute toward its rice research and testing activities, and India furnishes the services of the Cuttock Research Station.

The work of an Fao expert in date processing has resulted in an investment in machinery purchased in the United States greatly exceeding Fao's contribution of the expert's salary and travel. Fao's technical assistance to Ceylon in introducing marine engines into small fishing boats is now being supplemented by capital from the Colombo Plan for Ceylon's purchase of engines and other fishing gear.

Increased emphasis was placed on agricultural extension activities in 1954, which the United States has always strongly supported. For example, Fao cooperated with the Caribbean Commission, the Inter-American Institute of Agricultural Sciences, the U.S. Foreign Operations Administration, and local governments in organizing a Caribbean Agricultural Extension Development Center. This action has resulted in the adoption of a regional program of activities involving intercountry cooperation in the training of agricultural extension leaders and the establishment of effective national and provincial agricultural extension services. Fao assisted the Netherlands in organizing the second Netherlands Extension Training Center on methods of agricultural work, with trainees from 10 European and Near Eastern countries. An active part was played by Fao in organizing the second Andean Agricultural Extension Training Center in Peru for countries of the Andean region. This was a joint project of Fao, the Inter-American Institute of Agricultural Sciences, and Servicio Cooperativo Inter-Americano de Produccion Alimentos (SCIPA), an agency organized in Peru by the Governments of Peru and the United States. Trainees were given an intensive course of lectures in extension methods and philosophy, followed by a period of actual field work in Peru under the guidance of local SCIPA extension agents. Increasing numbers of Fao experts are being sent to work with individual governments to assist them in establishing better agricultural extension services.

## LAND REFORM

Governments' interest in "land reform" as a part of the problem of economic development continued to be expressed in the Economic and Social Council and in the General Assembly during 1954 and also

in FAO, where specific activities were carried on pursuant to the resolution on "Reform of Agrarian Structures" adopted by the seventh FAO Conference in 1953. A study entitled *Progress in Land Reform*, compiled by the U.N. Secretary-General with the assistance of FAO, reported on a worldwide basis for the first time concerning the nature of land-tenure arrangements in most countries of the world, and on the principal legislative and other measures being taken to improve land tenure and agrarian conditions generally. The debate on this report in the Economic and Social Council and subsequently in FAO indicated an intense interest on the part of some countries in land distribution and in public financing of land reforms. Some countries, including the United States, emphasized that "land reform" as originally defined by the Economic and Social Council in 1952 does not consist solely of land distribution but, more importantly, involves improvements in many agrarian institutions and services, such as land-tenure arrangements, provision of adequate credit, land registration and surveys, formation of various kinds of cooperatives, and promotion of agricultural extension, research, and education.

During 1954 FAO completed several studies on various aspects of land tenure. As urged by the United States, FAO gave high priority to provision of technical assistance on specific land-tenure problems of individual governments and on the organization of regional meetings. An FAO seminar on land problems was held in Thailand late in 1954, to which agricultural administrators from Burma, Cambodia, Ceylon, India, Indonesia, Japan, South Korea, Laos, Nepal, Pakistan, the Philippines, Thailand, and Viet-Nam were invited. Work by the FAO staff in the Near East laid the groundwork for a seminar on land problems to be held in 1955. This seminar is to be followed by a 3-month training course organized by the U.S. Foreign Operations Administration with FAO's cooperation.

## INTERNATIONAL FOOD RESERVES

An indication of the concern some governments continue to have about international food reserves, prices, and trade was the item entitled "World Food Reserves" placed on the agenda of the ninth General Assembly by Costa Rica. This proposal was designed to (1) help meet emergency famines, (2) establish buffer stocks for the purpose of stabilizing the prices of agricultural commodities, and (3) encourage production, consumption, and trade in agricultural products. During the Assembly's debate, however, it was pointed out that various proposals for an international emergency food reserve had been studied and rejected both by the Economic and Social Council and by FAO over a period of years. The U.S. position on the Costa

Rican proposal was that most of the responsibility for meeting emergencies rests with national governments or private bodies, and that the United Nations and the specialized agencies have already established such additional arrangements for international action in this field as appeared practicable at this time. The Assembly decided to take no substantive action on the Costa Rican item, but requested FAO to prepare a factual report on what has been done with regard to various proposals for the establishment of international food reserves.

### *Financing of Economic Development*

Most underdeveloped countries in the United Nations continue to regard financing of economic development as the most difficult long-term problem to be solved if they are to achieve significant increases in their standards of living. Accordingly, during 1954 both the Economic and Social Council and the General Assembly devoted much time and attention to this question.

#### INTERNATIONAL PRIVATE INVESTMENT

At its 17th session, in the spring of 1954, the Economic and Social Council had before it two studies prepared by the U.N. Secretariat that were concerned with encouraging an expansion of the international flow of private capital. The first was an analysis of the actual volume and direction of the international flow of private capital during the postwar years; the second was a review of measures taken by governments to increase international private investment.

Consonant with our general views regarding the methods that should be employed to assist the financing of economic development in underdeveloped areas, the U.S. representative on the Council, Preston Hotchkis, emphasized the importance of the role of private investment in worldwide economic development. He argued that it can perform an increasingly important function in this field provided steps are taken to create conditions making for a favorable international investment climate, and he stressed the potential contribution of private initiative to economic development in terms of technicians, ideas and skills, as well as in terms of financial investment. After reviewing various factors that have operated as a brake on the potential investor overseas, he urged that underdeveloped countries solicit the active interest of the American investor by demonstrating that there are opportunities for profitable investment and that reasonable efforts are being made to meet his legitimate requirements.

The United States joined with a number of other countries in sponsoring a resolution that, after recognizing the necessity for action

by underdeveloped countries to remove impediments to the flow of capital, made a number of recommendations applicable to both capital-importing and capital-exporting countries. These recommendations concerned negotiation of treaties on double taxation, insurance of certain nonbusiness risks, administrative practices affecting private investors, discrimination, repatriation of earnings and withdrawal of capital, and the dissemination of information on foreign investment opportunities.

Although there were considerable differences among the underdeveloped countries on the Council concerning the role to be played by private capital in their economic development, they did, in general, agree that private capital had an important part to play and that appropriate steps should be taken to encourage it to do so. After lengthy consideration, the Council by an overwhelming majority recommended for adoption by the General Assembly a series of recommendations on this subject substantially in accordance with the views of the United States.

At the ninth session of the General Assembly, the U.S. representative, Roger W. Straus, reiterated the importance that the United States attaches to encouraging private capital to play its full part in the economic development of underdeveloped countries. The Assembly endorsed the recommendations of the Economic and Social Council by a large majority.

This was the first time that the General Assembly had voted a comprehensive set of recommendations designed to encourage international private investment. Their adoption was widely regarded as offsetting the so-called nationalization resolution of the seventh General Assembly 2 years before, which had stressed the right of member countries to dispose of their natural resources without any counterbalancing provision regarding the rights and interests of foreign private investors.

#### SPECIAL DEVELOPMENT FUND

The proposal to establish a special U.N. fund for grants-in-aid and long-term low-interest loans to underdeveloped countries continued to be a major subject of discussion during 1954. The Economic and Social Council at its 18th session in the summer had before it the comments of governments on the extent to which they were prepared to support such a fund. It also had before it an interim report by Raymond Scheyven (Belgium), former President of the Council, on the results of his consultations with member governments on this matter, which he had undertaken pursuant to a 1953 resolution of

the eighth General Assembly. In making his report, Mr. Scheyven emphasized the critical problems of the underdeveloped countries and the great contribution that such a fund could, in his view, make to their solution. He reported that his consultations showed that the governments of some of the more developed countries were now prepared to support the establishment of such a fund.

While the underdeveloped countries were generally anxious to move toward the establishment of a new development fund in the United Nations, several of the more developed countries, including the United States, were not prepared to commit themselves to support such an undertaking. The United States reiterated that it was prepared to consider U.S. support of a new U.N. development fund only when sufficient progress had been made in internationally supervised worldwide disarmament. In the light of this attitude on the part of countries that would have to carry the major financial burden of the proposed fund, the Council recommended only that governments review their positions with respect to the special fund in accordance with changes in the international situation and other relevant factors and that Mr. Scheyven's appointment be extended to permit further consultation.

The General Assembly at its ninth session devoted a considerable amount of time to this matter. The discussion was highlighted by Mr. Scheyven's presentation of a complete report on his consultations, indicating the degree of support governments were prepared to give such a fund. Although Mr. Scheyven argued for additional multi-lateral action to help finance economic development and pointed to the greater disposition on the part of some of the more developed countries (notably the Netherlands) to proceed with the establishment of a special fund, he was forced to conclude that "The essential conditions for the establishment of such a fund in the near future do not at present exist."

Despite Mr. Scheyven's conclusion, the Netherlands and the underdeveloped countries pressed for a decision by the Assembly to establish the special fund in principle and to draft its statutes. The more developed countries, including the United States, opposed such action. Reconciliation of these opposing points of view required prolonged negotiations, the outcome of which was unanimous acceptance of a compromise resolution expressing the hope that the fund would be established as soon as practicable, requesting governments to keep their position on this matter under review, extending Mr. Scheyven's appointment to permit continued consultations with governments, and requesting the preparation of a report on the "forms, functions and responsibilities which such a special United Nations fund for economic development might have."

In accepting these recommendations, the U.S. representative, Mr. Straus, again related any possible U.S. support of a new U.N. development fund to worldwide disarmament. In addition, he stated that the United States does not consider that the new report called for by the Assembly would provide the blueprint for such a fund, but rather that it would constitute a part of the orderly exploration that the United Nations has been making of various ideas relating to the proposed fund, which might be useful when the fund becomes a practical possibility.

#### INTERNATIONAL FINANCE CORPORATION

The United Nations for some years had been studying a proposal to establish an International Finance Corporation. In its original form, the proposal envisaged an agency designed to make loans directly to private enterprises in underdeveloped countries without asking for the guarantee of local governments, as required in the case of loans by the International Bank, and to participate directly in equity investments. The International Bank, which had made a number of studies on this matter, reported to the 18th session of the Economic and Social Council that, while the proposal had wide support among the underdeveloped countries, the countries that would have to provide most of the capital for the corporation, including the United States, had not yet indicated their willingness to do so. The Council therefore recommended that member states that might be in a position to provide capital for an International Finance Corporation keep the matter under review.

This proposal was also on the agenda of the ninth session of the General Assembly. Shortly before the Assembly began its consideration of the question, the United States announced its willingness to support the establishment of an International Finance Corporation in appropriate form. This decision was followed by similar decisions on the part of the United Kingdom and other developed countries; and the Assembly adopted a resolution requesting the International Bank to prepare draft statutes to govern the corporation, to submit them to its member governments for consideration, and to take steps to bring about agreement on the statutes among those governments.

The International Finance Corporation, as envisaged by the United States, would be organized as an affiliate of the International Bank. It would make loans to private enterprise without the guarantee of member governments. Its initial capital would be provided by member countries through subscriptions to its stock, but the corporation would be empowered to sell its obligations and its portfolio securities

in private capital markets to raise additional funds. The authorized capital would be \$100 million, of which the U.S. subscription would be approximately \$35 million. Its charter would come into effect when \$75 million had been subscribed by a minimum of 30 countries. The corporation would not directly provide equity financing—an important modification of the original proposal—but would be empowered to hold securities of private enterprises bearing interest payable only if earned, as well as debentures convertible into stock when purchased from the corporation by private investors.

The decision to proceed with the establishment of an International Finance Corporation was the most noteworthy new development in the economic sphere at the 1954 session of the General Assembly, and U.S. support of the proposal was widely praised in the United Nations as further evidence of American willingness to cooperate fully in assisting the underdeveloped countries.

## TRANSPORT AND COMMUNICATIONS

### *Transport and Communications Commission*

Various activities relating to transportation were carried on during 1954 under authorization of the Transport and Communications Commission and the Economic and Social Council. Among these was an international conference on customs formalities for the temporary importation of private road vehicles and for tourism, held at U.N. Headquarters May 11–June 4, 1954. With 55 nations represented, including the United States, the conference fulfilled the purpose for which it was called—that of drawing up and signing two treaties designed to simplify and standardize customs formalities on automobiles used for private touring purposes and on the personal effects and other belongings of tourists in general. The new treaties are expected to provide a further incentive toward the development of international travel, already an important factor in the economic and social progress of almost all nations of the free world. The conference also adopted a protocol liberalizing the customs clearance of travel publicity material. The United States signed the final act of the conference and the two treaties, but did not sign the protocol.

Other projects on which work progressed during 1954 represented endeavors to attain international standardization in two separate fields. A committee of experts on the transport of dangerous goods (such as explosives, compressed gases, inflammable liquids and solids, poisons, and radioactive substances) met at Geneva August 10–Sep-

tember 4. It produced a series of recommendations concerning the classification, listing, and labeling of dangerous goods and the shipping papers for such goods. In the field of international highway traffic, two sets of recommendations, also prepared by groups of experts, and relating respectively to uniform road signs and signals and to minimum qualifications for motor vehicle drivers, met with a mixed response from member governments; some governments, among them the United States, showed uncertainty about how far such guides can be embodied in formal international agreements at present.

No meeting of the Transport and Communications Commission was held in 1954, since its current schedule calls for meetings once every 2 years. Its next (seventh) session begins at New York, February 7, 1955. While all of the items mentioned above are in varying degrees of interest to the United States, the economic and social benefits to be derived from an increasing flow of international travel are of particular interest.

### *International Civil Aviation Organization*

In 1954, the 10th year of its existence, the International Civil Aviation Organization (ICAO) devoted its attention to completing its international standards and recommended practices in the various technical fields of air navigation and to bringing up to date its recommendations for air navigation facilities and services in various parts of the world. ICAO also continued its work of sponsoring and administering international arrangements for the joint operation or financing by member countries of essential air navigation services and with the preparation of draft conventions on private international air law. For the first time ICAO arranged for a Meeting on European Air Transport Coordination, in which the United States and other non-European countries participated only as observers. During the year ICAO membership increased to a total of 65 nations, new members being Ecuador, Uruguay, and Viet-Nam.

Additional ICAO standards and recommended practices were drawn up in the fields of aeronautical meteorology and communications, and work was begun on a new international airworthiness code. Amendments were made to the ICAO plans for air navigation facilities and services in the Middle East, South American-South Atlantic, and African-Indian Ocean air navigation regions. Through the convening of a North Atlantic Regional Air Navigation Meeting, ICAO gave particular attention to the air traffic control, communications, and other technical problems created by the increase of traffic in this region and by the recent advances in aviation technology. Throughout the year ICAO carried forward its program to assure the provision and

manning of essential air navigation facilities and services by drawing member countries' attention to critical deficiencies in their territories and sometimes by giving technical assistance under the United Nations Expanded Technical Assistance Program.

The fourth ICAO Conference on North Atlantic Ocean Stations, held in 1954, reduced the total number of stations operated under international agreement from 10 to 9 and, by a recomputation of benefits derived, made the United States responsible for operating only  $3\frac{2}{3}$  stations instead of the  $5\frac{1}{3}$  stations it previously operated.

The ICAO Legal Committee in 1954 drew up a preliminary draft of a convention on liability for damage resulting from aircraft collisions. The proposed convention would apply to all collisions that might occur in the territory of a nation that is a party to the convention when at least one of the aircraft involved has the nationality of another country also party to the convention. The draft rules would apply to every collision between moving aircraft, would provide a limitation of liability, and would specify that the operator of the aircraft is liable only when it is proved that the accident was his fault or that of his employees acting in the course of their employment.

### *International Telecommunication Union*

Perhaps the outstanding achievement of the International Telecommunication Union (ITU) in 1954 has been its progress in the implementation of the 1947 Atlantic City Frequency Allocation Table. At the end of 1953, there was still doubt that an engineered frequency list could be produced, but one is now a near certainty due largely to the efforts of the International Frequency Registration Board (IFRB). In the overcrowded radio spectrum, demand exceeds supply in a ratio of three to one, and it is only through the voluntary cooperation of the ITU members with the IFRB and the great technological advances in radio that space will be found for all the needed services. Particularly, substantial advances have been made in the studies begun some years ago toward working out an agreed international plan for the use of the high-frequency broadcasting portions of the radio spectrum, and there is now reasonable cause to believe that the IFRB will be successful in formulating a workable plan. In addition, the ITU, in cooperation with the interested governments and the International Civil Aviation Organization, has been so successful in implementing high-frequency aeronautical mobile-frequency plans that these plans, for all practical purposes, are in operation.

One of the basic purposes of the ITU is the exchange of technical information looking toward the improvement of transmission and

reception. Three international consultative committees, composed of engineers and technicians, serve as the forum for the exchange and development of new ideas.

The International Telephone Consultative Committee (CCITF) has made substantial progress in the studies undertaken at the request of the interested countries of South Asia looking to the connection of those countries with the worldwide telephone network.

The International Radio Consultative Committee (CCIR) is working on the technical problems that must be solved in order to permit wider household reception of international television and broadcasting programs in direct transmission.

The International Telegraph Consultative Committee (CCITT) continued in 1954 its work on extending and standardizing the international teletype service, and at a study-group meeting recommendations were formulated on questions relating to this service and to the international leased-telegraph services.

Because of the importance of international telecommunications to this country, the United States plays a leading role in, and actively supports, all the programs of the ITU, which are of a continuing nature and are designed to improve worldwide communications services.

### *World Meteorological Organization*

The work of the World Meteorological Organization (WMO) during 1954 emphasized further development of the application of meteorology to aeronautics, agriculture, maritime shipping, business, and industry, as well as international exchange of essential weather information. One technical commission and one regional association met during the year. The Commission for Aeronautical Meteorology met jointly with the Meteorology Division of the International Civil Aviation Organization in Montreal in June and July. At this meeting internationally agreed procedures for providing weather service to airlines were revised and brought up to date to meet present and expected operational needs of new aircraft and over new routes. Requirements were stated for further study of weather problems affecting aircraft, such as aircraft icing, turbulence, and gusts, as well as for qualifications and training of meteorologists. The regional associations for the Southwest Pacific met in Melbourne, Australia, in January 1954. It reached agreement on improvements needed in the network of surface and upper-air meteorological stations in the region, on steps to be taken to standardize observations and equipment to secure uniform reports, on additional and improved telecommunications facilities for collecting and distributing reports, and on divi-

sion of responsibility among members in the region for making and distributing master weather analyses covering the region.

The Wmo secretariat, after worldwide surveys, prepared technical notes on rainmaking, aircraft icing, methods of observation at sea, and energy from the wind. The secretariat also continued its work of issuing and maintaining publications of an international character, including information on existing networks of weather stations, broadcasts of meteorological information to shipping and other users, and international exchanges of weather information used throughout the world.

The United States, one of the principal users of meteorological information, took a leading part in Wmo activities in 1954. United States meteorologists were active in all eight of its technical commissions and in a large proportion of some 40 voluntary working groups set up by the organization to study a variety of technical problems in meteorology. The United States is an active member of two Wmo regional associations, those for North and Central America and for the Southwest Pacific, which were established to promote international cooperation on a regional basis.

### *Universal Postal Union*

At the annual meeting of the Executive and Liaison Committee of the Universal Postal Union (UPU) in 1954, further consideration was given to the question of airmail transportation rates to be paid airmail carriers. Substantial progress was made at the meeting on this and other problems arising from the decisions of the UPU Congress that met at Brussels in 1952. The Universal Postal Convention and Regulations adopted at that time, which became effective July 1, 1953, furnish the basis for the international exchange of mail matter by land, sea, and air. These international acts are submitted for study and possible revision to each UPU Congress, which as a rule meets every 5 years. The sustained effort of the International Bureau of the UPU in carrying out the decisions of the Congress and of the Executive and Liaison Committee contributes greatly to the continued improvement of the International Postal Service.

Uniformity, insofar as possible, in regulations covering the movement of mails between the countries of the world is the UPU's goal. The United States is a member of the Executive and Liaison Committee, and it actively assumes its responsibilities in the furthering of the UPU's aims.

*Intergovernmental Maritime Consultative Organization*

The convention providing for the establishment of the Intergovernmental Maritime Consultative Organization (Imco) has now been accepted by 17 countries, or 4 fewer than the 21 acceptances required to bring it into force. It is reported that a number of other countries are in the process of accepting the convention. The convention was drawn up by the 1948 U.N. Maritime Conference at Geneva, and the United States deposited its instrument of ratification on August 17, 1950. The organization, when it comes into force, will assume responsibility for a number of important matters in the field of international shipping, such as the 1948 Convention on Safety of Life at Sea, rules for the prevention of collisions, and the 1954 Convention for the Prevention of Pollution of the Sea by Oil.

## INTERNATIONAL CONFERENCE ON THE POLLUTION OF THE SEA BY OIL

The prevention of the pollution of the seas and coasts by oil has been the subject of study by national and international bodies for some time. The first international conference on the subject was held at Washington in 1926 at the invitation of the United States. The problem was later taken up by the League of Nations in 1936 and has since been under consideration by the United Nations on several occasions. Early in 1954, after informing the United Nations of its intention, the United Kingdom invited 40 nations to participate in an international conference on oil pollution to be convened at London. The United Nations agreed to make available for the purposes of the conference the information on oil pollution that had previously been transmitted by the various governments to the Economic and Social Council. The United States accepted the United Kingdom's invitation. The London Conference, which met from April 26 to May 12, 1954, drew up for signature and acceptance the International Convention for the Prevention of Pollution of the Sea by Oil, 1954. In addition, the Conference adopted eight resolutions in its final act relating to the prevention of oil pollution. Resolution No. 8, proposed by the U.S. delegation, calls upon the United Nations to undertake the collection, analysis, and dissemination of technical information on oil pollution and to keep the problem under review.

## EMERGENCY RELIEF AND REHABILITATION

*Palestine Refugees*

The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) continued during 1954 to carry out its mandate to provide for the physical needs of the 887,000 refugees that are its responsibility and to plan for their eventual return to economic independence. Although no new program agreements were signed during the year and progress in developing large-scale rehabilitation projects was slow, preliminary work progressed in connection with the proposed developments in the Jordan-Yarmuk Basin and on the Sinai Peninsula. Surveys on both these large projects were pushed to completion, and many problems standing in the way of their fulfillment were, if not completely solved, at least more clearly defined and placed on the road to eventual solution. In the case of the Jordan-Yarmuk project, the engineering survey advanced to the point where completion was hoped for by the end of March 1955, while approach roads to two of the important dam sites were largely completed. An antimalarial campaign undertaken in Jordan on both sides of the Yarmuk showed such promise that it was extended and broadened in scope. The field survey work for the Sinai project was also completed, and, at the year's end, the data were being studied with a view to the early preparation of a feasibility report.

In addition to providing rations for the 887,000 refugees on the relief rolls, the Agency furnished shelter for 320,000. The Agency's Health Division, in collaboration with the World Health Organization, continued a program of disease treatment and prevention, while nutritional standards were checked by the Food and Agriculture Organization. A total of 155,000 refugee children attended classes in UNRWA schools, many of them operated in conjunction with the U.N. Educational, Scientific and Cultural Organization, while vocational training centers at Kalandia, Gaza, and Hazmieh provided practical instruction designed to prepare refugees to earn their own living.

## GENERAL ASSEMBLY ACTION

The only item on the agenda of the ninth session of the General Assembly relating to the problems of the Palestine area was that of the annual report of UNRWA's Director, an American, H. R. Labrousse, and the annual joint report of the Director and the UNRWA Advisory Commission. A draft resolution jointly sponsored by the United States, the United Kingdom, France, and Turkey was introduced in the *Ad Hoc* Political Committee on November 23. It provided for

the extension of the life and mandate of the Agency until June 30, 1960; approved a relief budget of \$25.1 million, a rehabilitation budget of \$36.2 million for the current fiscal year, and the maintenance of the existing \$200 million rehabilitation fund; requested the governments of the area to continue to cooperate with UNRWA in seeking and carrying out projects for supporting substantial numbers of refugees; and directed the Director of UNRWA to study and report on the problem of assistance that should be given to other claimants for relief, particularly children and needy inhabitants of villages along the demarcation lines.

Speaking for the United States, Ambassador James J. Wadsworth based agreement to the extension of UNRWA's life and mandate on the fact that projects designed to assist in the resettlement of refugees would take time. He indicated, however, that the period of extension was valid only if the Sinai project in Egypt and the projects for the development of the Jordan Valley were begun very soon. If prompt action were not forthcoming, the U.S. attitude would inevitably have to undergo thorough examination. He therefore hoped, in connection with these projects, that the efforts of Ambassador Eric Johnston (see Part I, pp. 77-78) might soon culminate in the agreement for the development and full utilization of the waters of the Jordan River Basin. While expressing concern for the plight of other possible claimants for relief in the Palestine area, Ambassador Wadsworth stated that the United States was determined that any redefinition of eligibles for relief should be contingent on the establishment of an effective system for determining the *bona fides* of relief recipients and the purging from the relief rolls of persons not entitled to relief. Every effort should be made not to exceed the present number of relief recipients.

The four-power draft resolution was adopted in the committee on November 30 by a vote of 41 to 0 with 8 abstentions, and in the plenary on December 4 by a vote of 48 to 0 with 7 abstentions.

### *Korean Relief*

United Nations members participate in the provision of relief, rehabilitation, and other economic assistance to the war-ravaged Republic of Korea through contributions to the Unified Command emergency relief program and to the United Nations Korean Reconstruction Agency (UNKRA). The Security Council, shortly after the invasion of the Republic of Korea, delegated to the United States, acting as the Unified Command, responsibility for *emergency* relief and rehabilitation in the Republic of Korea and called upon U.N. members, the specialized agencies, and nongovernmental organizations

to contribute to this vital task. The General Assembly in December of the same year established UNKRA "to assist the Korean people to relieve the sufferings and to repair the devastation caused by aggression" and called upon governments for voluntary contributions to UNKRA.

The Unified Command, operating through the U.N. Command and its subordinate command, the Korea Civil Assistance Command (KCAC), continued to fulfill during 1954 its responsibility for the administration of emergency relief in such fields as medical aid, food, fertilizer, clothing, shelter, and minimal rehabilitation of transport and power. Contributions to this program from its inception through 1954 totaled \$471,134,614. Of this sum \$419,419,305 was contributed by the U.S. Government, \$19,528,504 by other governments, including both members and nonmembers of the United Nations, \$28,014,707 by nongovernmental organizations in the United States, \$3,136,683 by the specialized agencies of the United Nations, and \$1,035,415 by the League of Red Cross Societies and the International Red Cross Committee. An itemization of these contributions is contained in Appendix I.

The United Nations Korean Reconstruction Agency was engaged during 1954 in completing implementation of its previous programs and in obligating an additional \$48 million in implementation of its current program. The major items delivered by UNKRA in the Republic of Korea in 1954 were for the following needs: fisheries (\$450,000), wire plants (\$230,000), textile production (\$2,775,000), electric power (\$728,000), harbor dredging (\$446,000), port facilities (\$338,000), transport vehicles (\$1,240,000), railroads (\$606,000), school metal mine (\$223,000), coal mines (\$366,000), housing (\$1,325,000), school equipment (\$262,000), school construction (\$468,000), hospital (\$327,000), irrigation (\$636,000), flood control (\$647,000), paper manufacture (\$306,000), and textbook paper and supplies (\$450,000). From the inception of UNKRA to the end of 1954, the Agency had delivered in the Republic of Korea items valued at \$44,204,304.

Among the major construction contracts awarded or completed by UNKRA during 1954 were those for trawlers, a flat-glass plant, a paper plant, a cement plant, a mineral-assay laboratory, a vocational training center, a merchant marine academy, a textbook printing plant, and the rehabilitation of Taegu hospital. During the same period major contracts were awarded or completed for a medical college and hospital and for technical assistance in the fields of coal mine rehabilitation, teacher training, and vocational education.

In addition to these U.N. programs, the United States continued to conduct throughout 1954 an extensive bilateral program of economic assistance to the Republic of Korea which is coordinated with

the U.N. program by an Economic Coordinator on the staff of the U.N. Command. In furthering coordination of the overall program of economic assistance to the Republic of Korea, UNKRA employed during 1954 and loaned to KCAC 90 persons having technical or other special qualifications.

The Agent General of UNKRA, John B. Coulter (United States), is advised by a five-government Advisory Committee of which the United States is a member.

The United States pledged \$162.5 million (65 percent) as its share of UNKRA's initial target budget of \$250 million, the amount pledged being subject to the remainder of that budget being contributed by other governments. Thirty-three governments have pledged or contributed to that budget. During 1954 the United States paid on its pledge \$18,552,615, which, together with \$65,750,000 paid prior to 1954, constitutes a total of \$84,302,615. Of the amount appropriated by the United States for the fiscal year ending June 30, 1955, \$8.6 million had not been disbursed as of December 31, 1954. The total of contributions received by UNKRA as of December 31, 1954, from all governments, including the United States, was \$124,315,801.

## POPULATION AND LABOR PROBLEMS

### *Population Conference*

A World Population Conference was held in Rome in the summer of 1954, under the auspices of the United Nations and in close collaboration with interested specialized agencies and the International Union for the Scientific Study of Population. More than 650 specialists in population trends and related matters from 70 countries and territories participated. Its purpose was to provide a forum for exchange of views by leading scientists in the field and to assemble available data and knowledge that would be useful to all those who are concerned with population problems. The Conference did not attempt to recommend policies and measures to be taken by governments.

Topics discussed included such questions as: Why is the world's population now growing faster than ever before, and what can be done to achieve a better balance between resources and population? What are the prospects for future population changes and variations in age composition? Several hundred papers on these and similar questions were contributed which provide a wealth of data and information that will be of great value to specialists in demographic

problems and to governments seeking to find solutions to these problems.

The U.N. Population Commission did not meet in 1954 but holds its eighth session in 1955.

### *High Commissioner for Refugees*

The General Assembly at its ninth session authorized the High Commissioner for Refugees, in accordance with the statute of the office, to undertake a program designed to achieve permanent solutions to the problems of certain groups of the refugees who are his concern. The program will extend to the end of the High Commissioner's present mandate, December 31, 1958, and will involve primarily the integration of refugees in the present countries of residence as well as resettlement overseas. A voluntary fund, incorporating the present U.N. Refugee Emergency Fund, will be established by voluntary contributions of governments to finance the program. A total expenditure of \$16 million has been recommended by the High Commissioner's Advisory Committee to the Economic and Social Council, of which \$4.2 million will be for the first year of operations.

The United States at the ninth Assembly session expressed its continuing support of the objectives of the Office of the High Commissioner and voted for the resolution authorizing the program for permanent solutions. The U.S. representative, A. M. Ade Johnson, stated in the course of the committee debate that if the Assembly's action met certain points regarded by the United States as essential for the establishment of the program, the executive branch would "request the Congress for an authorization and an appropriation for a contribution to the program." The resolution adopted urged all governments to cooperate with the High Commissioner to the fullest extent and requested countries in which refugees are resident to give assurances that they will assume full financial responsibility should any of the refugees remaining in their territories and within the scope of the program still require assistance at the end of the stipulated period. This program will be in addition to the High Commissioner's principal statutory functions of providing legal and political protection for refugees.

### WORK OF THE HIGH COMMISSIONER

The Office of the High Commissioner makes representations to the competent authorities of governments in whose territories refugees are concentrated or those where refugees might migrate on such matters as the determination of status of refugees, regularization of resi-

dence, expulsion, the right to work, public relief and social security, travel documents, and authentication of documentation. The High Commissioner also aids and protects refugees through the Convention Relating to the Status of Refugees of July 28, 1951, article 35 of which makes him jointly responsible with the ratifying states for its application. The convention deals with the minimum rights and privileges of refugees and provides for freedom from discrimination on the grounds of race, religion, or country of origin. The ratification by six signatories brought the convention into force on April 22, 1954. In addition to these six—Belgium, Denmark, the Federal Republic of Germany, Luxembourg, Norway, and Australia—the United Kingdom, Monaco, France, Italy, and Austria have since ratified. The United States took an active part in drafting the convention but does not plan to sign it, since existing law and practice in the United States provide most of the benefits accorded by the convention to refugees legally admitted to this country for permanent residence.

The work of the High Commissioner in seeking permanent solutions to the problem of about 350,000 unassimilated refugees, out of the approximately 2 million under his mandate, continued in 1954, although restricted by limited financial resources. The General Assembly at its sixth session had authorized him to appeal for contributions to meet the emergency needs of refugees within his mandate, and a goal of \$3 million was set for 1953. For the period March 1, 1952, to November 30, 1954, \$1,663,431 had been contributed from all sources.

During 1954 most of the High Commissioner's funds for emergency use were devoted to aid and resettlement of some of the approximately 14,000 refugees of European origin living in Mainland China. This work was undertaken in close cooperation with the Intergovernmental Committee for European Migration (ICEM). Some emergency assistance was also provided by the High Commissioner to those among the 85,000 refugees living in European camps who were sick, either very old or very young, and unable to work. Close working coordination was maintained in this work with the voluntary agencies, the U.S. Escapee Program, and ICEM. In addition, placement of some difficult cases in institutions was secured during the year.

In March 1954 the Ford Foundation granted the High Commissioner \$200,000, in addition to the 1952 grant of \$2,900,000, to complete the program carried out by voluntary agencies to demonstrate the possibility of finding permanent solutions for the problems of refugees. This fund was administered by the High Commissioner and will be the model for the High Commissioner's permanent solutions program authorized by the General Assembly. At the High Commissioner's request, a special mission was sent to Hong Kong to study the situation of the Chinese refugees there.

*International Labor Organization*

The varied activities of the International Labor Organization (ILO) during 1954 were highlighted by two noteworthy developments designed to enhance the living and working conditions of the peoples of the world: reactivation of the vital forced-labor issue and marked progress in the ILO's work on freedom of association.

The ILO Governing Body in November 1954 voted to place the forced-labor question on the agenda of its 1956 conference and, in the meantime, to send a detailed questionnaire to its 70 member states seeking their views on how best to handle future action on forced labor in those countries where it continues to exist (see pp. 135-36, below). ILO also during the year disposed of almost 100 cases on the agenda of its Committee on Freedom of Association, which began operation in 1951 as an integral phase of ILO's continuous work to keep trade union movements independent of governmental control. A majority of the cases of allegation of violations of trade union rights were dismissed on the grounds of insufficient evidence, including eight against the United States. ILO made specific recommendations in several of the remaining cases and held over others as calling for further examination.

ILO also made progress during the year in its functional and operational programs for improvement of conditions and standards in many facets of the labor field. Increased emphasis was given to the field of labor-management relations, with a study being completed on practical methods of labor-management cooperation in metal working plants. A new recommendation on granting holidays with pay was adopted as a vital part of the standards set in ILO's International Labor Code.

A proposed study of discrimination in employment and occupation was approved, and preliminary work was undertaken on the development of international standards for vocational training in agriculture. Draft outlines of two proposed recommendations to assist migrant workers in underdeveloped countries and to foster "Vocational Rehabilitation of the Disabled," respectively, were approved for final action in 1955. It was also agreed to consider for possible adoption in 1955 a recommendation to abolish "penal sanctions for breaches of contract of employment." Steps were taken toward drafting a social security convention for countries members of both ILO and the European Coal and Steel Community. At a meeting of experts, preliminary action was initiated to improve the working conditions of fishermen.

ILO took special action in 1954 on several aspects of women's role in labor, sponsoring the first meeting ever held of Latin American nations to discuss women's work problems in that area. A report on

"Vocational Guidance and Training for Women in Latin America" was issued, and the outline of a study on the position of girls and women in relation to apprenticeship was approved.

Among ILo's operational activities in 1954 were planning a social-security and labor code for Libya and assisting Peru in setting up an employment service. A productivity mission to India resulted in doubling output in many processes; new productivity techniques were developed in Israel through ILo aid, and national productivity centers were established in India and Egypt. An Institute on Vocational Training Organization was set up jointly by ILo and Brazil, in which 15 Latin American countries participated. Assistance in improving their employment organizations and in assessing their manpower positions was given eight Latin American countries: Brazil, Chile, Colombia, Costa Rica, Cuba, El Salvador, Mexico, and Uruguay. A manpower advisory mission completed its task in Venezuela, and other manpower projects were under way in Pakistan and India. A survey of conditions of agricultural workers was undertaken in Pakistan.

ILo publications and reports during 1954 included a book on labor and living problems of *Indigenous People*; *Yearbook of Labor Statistics*; monthly cost-of-living statistics; a simplified manual for operation, maintenance, and repair of motor vehicles for use in Asia; a report on conditions in highway transport; reports on welfare facilities of dockers, higher productivity in manufacturing industries, human relations in the iron and steel industry; a survey of employment conditions of teachers; a survey of systems of wage regulation in Latin American countries; and studies of conditions of tenants and sharecroppers in Asia and Latin America.

With the accession during the year of the U.S.S.R., Byelorussia, the Ukraine, and Honduras, the membership of ILo counted 70 countries.

### *Forced Labor*

The problem of forced labor, and primarily forced labor in the Soviet orbit, continued to hold the attention of both the Economic and Social Council and the General Assembly in 1954. At its 17th session, in the spring, the Council considered the Report of the *Ad Hoc* Committee on Forced Labor which had been set up jointly by the United Nations and ILo. The United States addressed itself to the evils of forced labor as reported by the *ad hoc* committee and pointed out that this evil system spreads wherever a country comes under Communist domination. The U.S. representative, Preston Hotchkis, expressed his regret that the *ad hoc* committee had not

found it possible to offer detailed information on certain countries, specifically Albania and Communist China, which impose on their people forced labor on a large scale.

On the initiative of the United States, the Economic and Social Council passed a resolution condemning the existence of forced labor. This resolution appealed to all governments to reexamine their "laws and administrative practices in the light of present conditions, and the existing desire of the peoples of the world to reaffirm faith in fundamental human rights and in the dignity and worth of the human person"; and, in order to keep the light of public opinion focused on the issue, requested the Secretary-General and the Director General of ILO to prepare an additional report which would include "any new information on systems of forced labor which might be submitted." As in the past, before this information is published it will be submitted to the governments concerned for whatever comment they may wish to make.

The General Assembly endorsed the action taken by the Economic and Social Council and, in a statement before the Third Committee, the U.S. representative, A. M. Ade Johnson, gave extensive evidence on the existence of forced labor in Communist China and Albania. This evidence will be further documented and supported by affidavits and will be transmitted to the Secretary-General and the Director General of ILO for inclusion in their report.

As noted earlier, the Governing Body of ILO, at its November meeting in Rome, decided that the item should be placed upon the agenda of the 1956 ILO Conference in order to determine what further action might be taken by the ILO. Since the U.S.S.R. has now joined ILO, the usual ILO procedure of sending out a questionnaire to governments will offer an excellent opportunity to test the willingness of the leaders of that country to take remedial measures.

One of the most effective ways of combating the scourge of forced labor is to continue to focus the light of public opinion on its existence. There are indications that, as a result of this campaign, the lot of prisoners in the forced-labor camps in the Soviet orbit has, to some extent, been improved and their numbers reduced. The United Nations and ILO will continue to use this powerful weapon of public opinion in the hope that the time will come when the evil system will be eradicated.

### *Slavery*

The need for further effort to eliminate slavery was considered by the Economic and Social Council at its 17th session, in April 1954. The Council reviewed information supplied by governments in re-

sponse to previous requests and decided that this information did not provide a clear and concise statement of the extent to which slavery and practices resembling slavery may exist in the world today. The Council therefore decided to appoint a rapporteur to prepare a summary of this information and any additional material supplied by the ILO, and for this purpose chose Norway's permanent representative to the United Nations, Hans Engen. It also urged countries that had not yet done so to accede to the International Slavery Convention of 1926 and to the protocol transferring to the United Nations the functions undertaken by the League of Nations in relation to that convention. The Council invited the specialized agencies, in the fields in which they are concerned, to study slavery and similar conditions with special reference to measures of international cooperation that might be taken to remedy them.

In reply to communications from the United Nations, the United States confirmed its earlier statement that neither slavery nor conditions resembling slavery exist in this country and explained the constitutional and legal measures that have been adopted to prevent and punish slavery as a crime.

### *Statistical Activities*

International cooperation in the field of statistics during 1954 was characterized by two main tendencies: (1) a marked concentration of effort on review and reappraisal of existing standards and programs of work, to the exclusion of new undertakings; and (2) a perceptible shift in emphasis to problems of social statistics. Both tendencies were in accord with U.S. views, apparently shared by other countries cooperating in this work in various U.N. organs. At the eighth session of the Statistical Commission, held in Geneva in April 1954, major attention was given to reviewing the status of work on a wide range of topics that the Commission had previously considered, to clarifying details of standards and definitions previously agreed to, and to formulating recommendations on the direction of future work. In the latter connection, decisions were reached according relatively higher priorities to topics in the field of social statistics, and notably to means of implementing recommendations of the group of experts that had been convened to study the international definition and measurement of standards and levels of living.

The Eighth International Conference of Labor Statisticians, held in Geneva in November 1954, under International Labor Organization auspices, had as the first item on its agenda a review and general report on progress of labor statistics. Statistics of occupational diseases, international comparisons of real wages, and methods of measuring

employment and unemployment were studied, and definite steps were taken in the further development of the international standard classification of occupations.

At these and other meetings held during the year, including the second plenary session of the Economic Commission for Europe's Conference of European Statisticians, held in Geneva in June, and the Economic Commission for Asia and the Far East's Third Regional Conference of Statisticians, held in New Delhi in March, as well as through regular contacts and working relationships at the secretariat level, the United States continued the strong support that it has consistently given to the statistical work of the United Nations and the specialized agencies.

## SOCIAL AND CULTURAL ADVANCEMENT

That the United Nations regards the welfare of all peoples as a practicable objective is evidenced by the wide variety of U.N. activities not only in the political and economic but also in the social and cultural fields. Certain of these latter activities—social welfare and community services and narcotic drug control—are primarily the responsibility of the United Nations itself, while the others fall within the province of two specialized agencies, the World Health Organization and the United Nations Educational, Scientific and Cultural Organization, and of the United Nations Children's Fund.

### *Social Welfare and Community Services*

Most of the social welfare activities of the United Nations are the primary responsibility of its Secretariat, acting in accordance with directives and policies established by the Economic and Social Council and the Social Commission. They include assistance to governments in social welfare aspects of community organization and development, administration of social welfare programs related to family and child welfare and services for the handicapped, improvement of housing conditions, and prevention and treatment of crime. Assistance in these matters is provided through the assignment of technical experts to work with officials of governments requesting help, the granting of fellowships and scholarships, the convening of regional meetings on special problems, and the preparation of studies and other informational material as a basis for determining policies and programs of national and international agencies.

## COMMUNITY ORGANIZATION AND DEVELOPMENT

In 1954 governments evidenced increasing interest in community development programs through which local communities, largely through self-help activities, improve conditions of living. These self-help activities usually involve services in several fields, including social welfare, health, education, and agriculture. For example, the United Nations assigned an expert to Haiti to help the Government in developing policies and programs of community development. The Haitian program is designed to encourage the local populations to use their own initiative and energies to develop useful projects, utilizing existing resources, rather than to depend on government assistance and expenditure. During 1954 the United Nations assigned eight experts to assist countries in developing such programs. Some of these experts assisted individual countries while others operated on a regional basis in Asia and the Far East and in the Middle East. Twenty fellowships were granted to train workers in this field, and a conference on this subject was convened to assist countries of South and Southeast Asia in developing and improving their programs. Technical literature was also provided, such as special studies of selected experiments, reports of survey missions, and training aids in the form of study kits and guides.

## ADMINISTRATION OF SOCIAL WELFARE PROGRAMS

Particular emphasis in connection with the administration of social welfare programs has been given to assisting governments in promoting measures designed to strengthen family life. These measures cover a wide range of activities including the training of social workers, the establishment and administration of social agencies and institutions, services for special groups such as dependent children and the physically handicapped, and various types of aid to families needing financial assistance. For example, in Ecuador a U.N. expert is working with a WHO team on a joint project for setting up child-care centers; a specialist was assigned to assist Iraq in developing a national program for rehabilitation of the blind; and assistance was provided to Yugoslavia in organizing additional services for children, especially those left orphaned, homeless, or handicapped by World War II. During 1954 the United Nations assigned 34 specialists in this field to work with 23 governments. In addition, four specialists were assigned to regional offices to work with governments in the four geographic areas. One hundred and four fellowships and scholarships were granted for training and observation; and seminars and

study groups were held in 12 countries, with the number of participants in each ranging from 7 to 17 countries.

## HOUSING

A significant event in the housing field in 1954 was the U.N. Regional Seminar on Housing and Community Improvement held in New Delhi. The meeting was attended by housing and planning officials from 14 countries of South and Southeast Asia and was held in conjunction with a large international exhibition on low-cost housing and building materials which India organized with the assistance of the United Nations. A major feature of the exhibit was the erection of 80 exhibit houses, none of which cost more than \$1,000, to demonstrate methods and techniques of low-cost housing. More than a million people attended the exhibit.

This seminar is illustrative of a number of activities being undertaken by the United Nations, the specialized agencies, and the regional economic commissions to assist governments with their housing problems. In 1954, 15 U.N. fellowships and scholarships were granted to train housing specialists; and 12 expert consultants were assigned by the United Nations to work with governmental officials on such matters as development of national policies and programs, rural housing and village planning, low-cost building materials, self-help housing projects, and the financing of housing programs.

## PREVENTION OF CRIME AND TREATMENT OF OFFENDERS

Major emphasis in the field of crime prevention and the treatment of offenders is directed toward strengthening international and regional cooperation in this field and providing assistance to governments in the solution of such problems as prevention of delinquency, prison administration, and probation and parole. For example, the European Consultative Group on Crime was convened by the United Nations in the summer of 1954 to consider several topics in this field of mutual concern to national governments. A seminar held in Rangoon for countries of Asia and the Far East considered such questions as training of personnel, juvenile delinquency, and minimum standards for treatment of prisoners. Training was provided for 14 persons through fellowships and scholarships granted by the United Nations. Of special value to specialists in this field were the following U.N. reports published in 1954: *Parole and Aftercare*, *Comparative Surveys on Juvenile Delinquency*, *Indeterminate Sentence*, and the *International Review of Criminal Policy*.

*Narcotic Drug Control*

The Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and the Use of Opium, which was opened for signature at New York on June 23, 1953, was ratified by the President of the United States on September 14, 1954, after the Senate on August 20, 1954, voted 71 to 0 to give its advice and consent to ratification. The protocol will enter into force when 25 states have become parties thereto, including 3 producing states and 3 manufacturing states. Eleven states have now deposited their instruments of ratification or accession.

The Economic and Social Council at its 18th session in the summer of 1954 designated Charles Vaille (France) to prepare a draft of a model code and commentary for application of the protocol.

## COMMISSION ON NARCOTIC DRUGS

The Commission on Narcotic Drugs, meeting from April 19 to May 14, 1954, in its ninth session, took action on a number of subjects designed to improve the control of international traffic in narcotic drugs and to strengthen measures against illicit traffic.

It continued its work on the single convention, which, it is hoped, will eventually bring together in one instrument the provisions governing the international control of the traffic in narcotic drugs that are now to be found in several international agreements. At this session the Commission studied those sections of the draft convention relating to the functions of the proposed International Control Board, the secretariat, national control organs, and the control of the manufacture of and international trade in narcotics.

The Commission urged the governments of countries that have not been producing opium in recent years to prohibit such production in the future. It also recommended that the technical assistance services of the United Nations give favorable consideration to requests from countries for assistance in developing programs for the suppression of coca chewing.

The Commission agreed with the WHO Expert Committee on Drugs Liable To Produce Addiction that there is no justification for medical use of cannabis preparations and that such use should be discontinued as rapidly as possible, and noted the resolution of the Sixth World Health Assembly that diacetylmorphine is not irreplaceable for medical practice and urged governments to prohibit the use of that drug. It also stressed the importance of preventing and eliminating drug addiction by means of treatment and care on a planned and compulsory basis in properly conducted institutions.

## ILLCIT TRAFFIC

As in the past, considerable attention was given by the Commission to the problems arising in connection with the efforts to suppress the illicit traffic in narcotics.

On the proposal of the U.S. representative, Harry J. Anslinger, the Commission on Narcotic Drugs appointed an *Ad Hoc* Committee on Seizures, composed of the representatives of Canada, Egypt, Greece, India, Turkey, the United Kingdom, and the United States.

The committee, which held seven meetings during the session of the Commission, made a general review of the illicit traffic situation in various parts of the world. It found that the volume of illicit traffic was greatest in Thailand and other parts of the Far East. The committee noted that cooperation between Hong Kong and the United States was excellent.

The authorities in Mexico reported that opium poppy plantations covering an area of 733,676 square meters had been destroyed between March 1953 and February 1954. The U.S. representative congratulated the representative of Mexico on his report.

The largest quantities of prepared opium were reported as having been seized in India, Indonesia, Malaya, Hong Kong, and Singapore.

Seizures of heroin were reported from many countries, including the United States. The total quantity seized was 135.602 kg. The sources reported were the Chinese mainland, France, Italy, Japan, Lebanon, Mexico, and Turkey.

The U.S. representative pointed out that the heroin seized in many of the cases listed in the Secretary-General's memorandum on illicit traffic could be traced to the Far East. He also reported that a large quantity of heroin from the Chinese mainland was being sold in Japan.

The Commission recommended to the Economic and Social Council and the Council adopted a resolution inviting governments to co-ordinate their efforts to combat illicit traffic, drawing attention to the work of the International Criminal Police Commission, and requesting them to furnish that organization with any information relating to persons involved in illicit traffic that might be of international value.

## GENERAL ASSEMBLY ACTIVITY ON NARCOTICS

In view of the findings of the Commission in regard to the illicit traffic, the U.S. representative in the Third Committee of the General Assembly, Mrs. Oswald B. Lord, stated at the ninth session that, considering the all-embracing controls in effect in a police state such as Communist China, one cannot but conclude that there is at least

official complicity in this illegal traffic in narcotics. The representative of Nationalist China corroborated these allegations.

The General Assembly approved the transfer of the Narcotics Division of the Secretariat from New York to Geneva in giving its endorsement to the reorganization plan recommended by the Secretary-General. Proximity of the divisions to the other international bodies concerned with narcotics which are now located in Geneva should facilitate cooperation and increase administrative efficiency. The Assembly also approved, in principle, the establishment of a narcotics laboratory in Geneva for the analysis of opium seized in illicit traffic with a view to determining its source, but did so on the understanding that the laboratory would not be established until the Commission had had another opportunity to consider the matter.

### *World Health Organization*

In making its contribution to the development and improvement of world economic and social conditions, the World Health Organization (WHO) has increasingly been placing greater emphasis on the strengthening of national and local health services. Activities that were in the first years of the organization designed to deal with emergency conditions and to obtain immediate results have progressively given way to programs designed to meet long-range objectives.

Much of the work of the organization during the past year took the form of assistance to governments in response to requests. The assistance provided varied in accordance with the particular needs of the countries. In some instances, it took the form of advice to health administrations on the means of dealing with a particular health problem or of staging a demonstration project. In others, WHO undertook to train public-health personnel or to provide technical aid to educational institutions, hospitals, and laboratories. In many countries WHO directed campaigns against communicable diseases. The amount of local money contributed during 1954 by countries to programs that were initiated or assisted by WHO has been estimated at \$20 million, or about five times the amount spent by WHO for this purpose, and several governments were able to assume full responsibility for the continuation and expansion of specific programs.

Some idea of the kinds of services that individual countries requested and received from WHO may be obtained from the following examples of assistance rendered in 1954.

Advice was provided to Saudi Arabia on the operation of a quarantine station for pilgrims. Several countries, including Greece, Israel, Italy, and Japan, were advised on programs for the rehabilitation of the physically handicapped. Among the demonstration proj-

ects that WHO supervised were those in China, Cambodia, Viet-Nam, and Turkey in maternal and child health, and those in El Salvador and Egypt aimed at a comprehensive approach to the health problems of specific areas. With financial aid from the U.N. Technical Assistance Fund, WHO was able to assist Burma in transforming a maternal and child health program into an integrated district health program, and the health administrations of Thailand and Malaya in developing rural health and training centers.

Health personnel from almost every country except those behind the Iron Curtain received fellowships to pursue studies designed to equip the recipients to deal with the particular health problems in their own countries. Training was provided at health centers or at medical schools in many areas, including Egypt, Singapore, the Philippines, and several European and South American countries, for the purpose of fitting persons to cope with a variety of health conditions. Especially organized seminars were held on the subjects of alcoholism, meat hygiene, and heart disease, as well as on others of a more general character.

The organization assisted in campaigns against tuberculosis in Ceylon, Iraq, Paraguay, and Thailand; against venereal disease in China (Province of Taiwan), Laos, and Syria; and against cholera in Pakistan. The program for the control of yaws in Thailand, preparations for which began in 1950, had progressed by June of last year to the point where over 3.5 million of the country's population of approximately 19 million had been examined and over 12 percent of those examined, treated. Resurveys in the provinces covered have indicated a marked drop in the prevalence of yaws.

On the basis of several years' experience, the WHO Expert Committee on Malaria, meeting at the end of 1953, announced that under proper safeguards residual spraying might be discontinued once malaria control measures have been carried out in a specific area. On the basis of this authoritative opinion, several countries are now saved the cost of continued spraying which, until the committee's report was issued, had been considered necessary. This change in the concept of malaria control undoubtedly encouraged some governments, hesitating because of the anticipated recurring expense, to undertake programs against this disease. Another important factor in stimulating countries to undertake or accelerate antimalaria operations during the past year has been the discovery of growing resistance in some mosquitoes to the insecticides utilized in residual spraying. WHO assisted at least 15 countries of Africa, Asia, and the Americas in these operations. As a consequence of the control work that has been done in Southern Asia and the Far East, 30 percent of the population at risk has now been protected as compared with 17 percent a year ago.

WHO's participation in these programs and in others, such as those

in nursing and environmental sanitation, in which it has provided assistance to individual countries, has been coordinated with the activities of other international organizations, like the United Nations, Fao, UNICEF, and UNESCO, and with those carried on or supported by the U.S. Foreign Operations Administration or the Colombo Plan.

A few illustrations may suffice to indicate the continued importance of the services of a permanent character that WHO supplies to all governments and that are largely centered at its headquarters in Geneva.

Among the obligations that WHO assumed as successor to the League of Nations Health Organization and the International Office of Public Health is the maintenance of epidemiological and statistical services. One of these responsibilities is the periodic revision of the International Statistical Classification of Diseases, Injuries, and Causes of Death. WHO, in September 1954, convened an Advisory Group on Classification of Diseases to consider means of improving the collection, compilation, and interpretation of health statistics as part of the preparation for the conference that will meet in 1955 to complete the current revision.

To further international comparability of vital and health statistics, the Organization has at various times assisted in training courses organized in individual countries or for those of a region, which at the same time are designed to improve the statistical systems of these countries. During the past year WHO participated in such a training course in Afghanistan. In conjunction with this course a field survey was made in Kabul, the first of its kind in the country, which yielded valuable information about the amount and type of illness as well as birth and death rates.

In the epidemiological field, useful studies on malaria control and on yellow fever in Africa were published. Related to this latter study is the review of the yellow fever provisions of the International Sanitary Regulations, which was undertaken in response to a resolution adopted by the Health Assembly in May 1954. It is hoped that as a result new regulations may be devised that will prove more satisfactory than the present ones in prescribing the quarantine measures that health administrations may take to prevent the spread of yellow fever and at the same time avoiding unnecessary restrictions on shipping and aviation.

A Spanish edition of volume I of the *International Pharmacopoeia* was issued during the year. This publication, containing nomenclature and suggested standards for pharmaceutical preparations and drugs of importance, first appeared in French and English in 1951. Volume II, which will include standards for several antibiotics, was near completion at the end of the year.

WHO continued to stimulate and to coordinate research in many fields. Notable progress was achieved in the attempts to develop and assess vaccines for protection against influenza, rabies, typhoid, brucellosis. Some 50 U.S. laboratories engaged in the influenza project report periodically on the prevalence of strains of influenza virus so that measures may be taken early enough to avert epidemics and pandemics. Sufficient progress was made to warrant the organization's making recommendations for Europe.

Field research was conducted under varying conditions in different areas to devise more effective and practicable control methods for those diseases against which, as in the case of snail-borne schistosomiasis, there are at present no measures available for mass attack.

### *United Nations Children's Fund*

The General Assembly at its ninth session congratulated the United Nations Children's Fund (UNICEF) for its achievements in 1954 and invited all states to continue to expand their efforts in support of the fund. As a related matter, the Assembly also recommended that a special international day of observance for children be established as a mark of cooperation among nations.

During the year UNICEF pursued its work of promoting national efforts to develop permanent child-care services by providing necessary imported equipment and supplies and technical advice made available through the specialized agencies. UNICEF's program in 1954 continued to reflect the shift in emphasis, provided for by the General Assembly in 1950, from emergency assistance to self-help projects that set patterns for administrative organizations, financing, and education that will integrate child health and welfare services into the permanent structure of national and local governments. Of 1954 allocations for project aid, 82 percent was for projects of long-range benefit, which are of four main types:

- (1) Assistance to maternal and child welfare services and training by the provision of equipment and supplies for rural health centers, clinics, laboratories, children's hospitals, children's institutions, and nurses' and midwives' training schools and centers.

- (2) Control of communicable diseases largely affecting children (malaria, tuberculosis, yaws, prenatal syphilis, diphtheria, whooping cough, and others), through the provision of insecticides, penicillin, vaccines, sprayers, and equipment for local production of insecticides, antibiotics, vaccines, and sera.

- (3) Long-range supplementary child-feeding programs especially directed toward building up permanent programs to combat nutri-

tional deficiency diseases by providing dried skim milk, fats, fish-liver oil, and some meat and through family education in the values of good nutrition for children.

(4) Milk conservation through equipment for milk drying and milk pasteurizing plants to assure better use of locally available milk for children.

During 1954 allocations by UNICEF totaled \$17.1 million, compared to \$15.9 million in 1953, bringing the total of aid provided to \$204 million since the beginning of the fund in 1947. Currently UNICEF is assisting 251 programs in 88 countries and territories, as compared to 213 programs in 75 countries and territories during 1953. Distribution of 1954 allocations among the four main program types was 25 percent for maternal and child welfare, 31 percent for the control of communicable diseases, 15 percent for long-range supplementary child feeding, and 11 percent for milk conservation. Greater emphasis was placed on supplementary feeding and milk conservation programs than in 1953, while for the maternal and child welfare programs, 1954 was a year of consolidation of earlier projects. In addition, UNICEF allocated varying amounts for emergency relief to mothers and children—mainly in the form of skim milk—in India, Pakistan, Tanganyika, the Philippines, Korea, Viet-Nam, Iraq, Haiti, and Jordan. This assistance totaled about \$2.5 million, or 17.5 percent of 1954 program allocations. The balance of the \$17.1 million allocated was used to cover the costs of operational and administrative services. The geographic distribution of UNICEF aid in 1954, exclusive of emergency aid, was as follows: Africa, 12 percent; Asia, 40 percent; Eastern Mediterranean, 12 percent; Europe, 7 percent; Latin America, 25 percent; and programs benefiting more than one region, 3 percent. Somewhat greater emphasis was placed on projects in Africa than in 1953, demonstrating the expanding scope of UNICEF activities.

In the field of mass health, UNICEF aid in 1954 assisted 114 programs which tested 38.8 million children for tuberculosis and vaccinated 14.2 million of them, protected 8.9 million children and mothers against malaria and typhus, examined 6.9 million children and mothers for yaws and treated 1.2 million of them, and examined 1.1 million children and mothers for bejel and syphilis and treated 269,000 of them. Important new programs approved during 1954 were an extensive malaria-control campaign in French West Africa, the Cameroons, and Togoland; trachoma-control programs in two countries for the first time—Egypt and Spain—and the continuation and expansion of such programs in two other countries—Morocco and the Republic of China, Province of Taiwan—reflecting advances made in the methods of controlling this disease; and a leprosy-control pilot project in the Philippines as a companion project to the original

ground-breaking experiment in Nigeria. For the future, in order to consolidate gains made by these programs, UNICEF plans increasing emphasis on regional approaches to disease control and steps to establish permanent systems in rural areas to build upon the initiative UNICEF has provided.

In the maternal and child welfare field, UNICEF assisted 68 programs during 1954 and so far has aided 5,500 centers. Such centers are important beyond providing preventive health services in that they serve as a basis for permanent health systems in rural areas. Progress tends to be slow because of the necessity of training personnel and the requirements of substantial local financing. UNICEF also furnished aid to help support the International Children's Center in Paris and the Maternal and Child Welfare Department of the All-India Institute of Hygiene and Public Health in Calcutta.

In the field of child nutrition, UNICEF assisted 57 programs during 1954, 36 for long-range feeding and 21 for milk or other food conservation programs. About 112 million pounds of skim milk were distributed by UNICEF, including those amounts distributed as part of the maternal and child welfare programs, emergency allocations, and school service programs in rural schools. UNICEF aid in milk conservation went to 21 countries in 1954, and some 45 plants for pasteurizing, sterilizing, or drying milk or milk substitutes have either been completed or are near completion.

In summary, more than 31 million children and mothers benefited from UNICEF-assisted programs in 1954, constituting nearly a 50 percent increase over the 21 million beneficiaries in 1953.

Government contributions to the central account of the United Nations Children's Fund have increased from \$7.9 million donated by 30 governments in 1950 to approximately \$14 million donated or pledged by 60 governments in 1954. The U.S. contribution to the 1954 program of UNICEF was \$8 million, or roughly 60 percent of the total, bringing the amount of U.S. financial support since 1947 to over \$105 million. The United States has also made a pledge of \$4.2 million for the first half of 1955. In addition, contributions from governments to projects carried on within their own territories, in accordance with UNICEF's policy of matching, amounted to \$32.6 million in 1954. Such contributions since the beginning of UNICEF have totaled about \$1.57 for every \$1.00 of UNICEF assistance accorded.

### *United Nations Educational, Scientific and Cultural Organization*

Major changes were made in the program and structure of the United Nations Educational, Scientific and Cultural Organization

(UNESCO) at its eighth Conference held in Montevideo, Uruguay, in November and December 1954. The Conference called for greater concentration of effort in the program approved for 1955-56; and agreement was reached that UNESCO should prepare for a remodeled program in 1957-58 which will stress only a limited number of significant projects. A second major decision of the Conference was to make the UNESCO Executive Board representative of governments. A third major action was to amend the Staff Regulations of the Organization to provide the Director General with the authority that he considered necessary to assure a secretariat meeting the high standards of conduct and integrity required by the UNESCO constitution. Of major importance to the United States also was the decision of the Conference to reduce the percentage of the U.S. contribution to the budget of the Organization from 33.3 percent to 30 percent.

The membership of UNESCO increased to 72 during 1954 with the accession of the U.S.S.R., Byelorussia, and the Ukraine to the Organization. As members of the United Nations, each of these countries had the right under the UNESCO constitution to become a member of UNESCO automatically whenever it decided to do so. Czechoslovakia, Hungary, and Poland, which had informed the UNESCO Director General in 1952 and 1953 of their decision to withdraw, told the Director General in 1954 that they had decided to resume their participation in UNESCO activities. They accordingly participated in the work of the 1954 Conference and agreed to pay their arrears. For the first time, four groups of non-self-governing territories were elected to associate membership.

The UNESCO program objectives are long range: to assist member states in raising their levels of education; to encourage and promote exchange of knowledge in the fields of education, science, and culture; to promote higher education and scientific research; to develop increased international understanding and mutual respect among peoples; and to further universal respect for justice, for the rule of law, and for human rights and fundamental freedoms. The wide variety of activities and projects designed to achieve these objectives are generally referred to as (1) continuing or general activities, such as the collection and dissemination of information; and (2) special projects, such as technical assistance in education and the promotion of arid-zone research.

#### FURTHERING EDUCATION

In order to enable adults without formal education to participate effectively in their own economic and social progress, projects in fundamental education have been carried out. The Arab States Fun-

damental Education Center at Sirs-el-Layyan in Egypt in August 1954 completed 20 months of training for 49 Arabs drawn from six Arab countries. This group of trainees returned to their countries to contribute to the development of fundamental education, and a second group of 45 started training in 1954. UNESCO has been joined by the United Nations and three of the other specialized agencies (ILO, FAO, and WHO) in providing experts for this center.

In Mexico the Fundamental Education Center at Patzcuaro opened its third 18-month course in April 1954 for 110 students from various countries in Latin America plus 10 Pakistanis. A total of 120 students from 15 Latin American countries have been trained at this center. Intensive practical work is carried out by these students in neighboring communities, and instruction is given in such fields as literacy, health, agriculture, home and family life, and rural arts and crafts.

A number of other educational projects were undertaken in 1954 by UNESCO at the request of member states. An expert was sent to Burma to advise on the implementation of new school programs. An expert mission in Indonesia submitted suggestions to that country on various problems involved in the introduction of compulsory schooling. A 4-month mission to Thailand was completed which laid the basis for extending the period of compulsory education from 2 to 6 years.

Secondary education was the main subject of discussion at the 17th International Conference on Public Education held at Geneva in July. UNESCO joined with the International Bureau of Education in preparations for this Conference.

#### INTERNATIONAL CONVENTIONS

UNESCO was instrumental in the establishment of a European organization for nuclear research. The ratifications necessary for the coming into force of the convention establishing this organization were completed in 1954. The following countries became members: the United Kingdom, Greece, Switzerland, Denmark, the Netherlands, Sweden, Belgium, France, and the German Federal Republic. An initial meeting of the organization was held at the end of the year.

An intergovernmental conference, held at The Hague under the sponsorship of UNESCO in 1954, completed the Convention for the Protection of Cultural Property in the Event of Armed Conflict. It was signed by 37 states, including the United States.

In December 1954 the United States deposited its ratification of the Universal Copyright Convention, which had been concluded at the intergovernmental conference held in 1952 under UNESCO sponsorship. Other countries that have deposited their ratifications are Pakistan,

Costa Rica, Spain, Haiti, Andorra, Cambodia, and Laos. Forty countries have signed the convention, which will come into force when ratified by 12 countries, 5 of which must be parties to the Bern Copyright Convention.

The Agreement for Facilitating the International Circulation of Visual and Auditory Materials of an Educational, Scientific and Cultural Character, drafted at the 1948 UNESCO Conference in Beirut, came into force in August 1954 upon its ratification by 10 countries. The United States signed the convention when it was completed in 1948 but has not ratified it.

## NATIONAL COMMISSIONS

Sixty-three of the 72 member states in UNESCO have established National Commissions to promote the objectives of the Organization. Several were reorganized in 1954, and many specialized committees were formed. The effectiveness of these Commissions continues to vary from country to country. Many of them have limited resources. There has, however, been definite improvement in their programs and activities, particularly so far as exhibitions and publications sponsored by them are concerned. The 1954 Conference in Montevideo approved measures designed to strengthen National Commissions.

The U.S. National Commission for UNESCO held its annual meeting in October 1954 in Milwaukee, Wisconsin, at which principal attention was given to preparations for the Montevideo Conference. An experiment in the stimulation of citizen discussion of problems relating to U.S. participation in international educational and cultural undertakings was inaugurated by the Commission in cooperation with 25 American universities and colleges.

## HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS

There was continued interest in the promotion of human rights and fundamental freedoms in the United Nations during 1954. The United States called attention in the Commission on Human Rights to its proposed U.N. human rights action program. With respect to the draft International Covenants on Human Rights, which were considered in the Commission on Human Rights, the Economic and Social Council, and the General Assembly, the United States reiterated

its 1953 statement that it did not intend to sign or ratify these documents upon their completion. The United States also reiterated that it would not sign the Convention on the Political Rights of Women.

Other U.N. activities during the year in the field of human rights and fundamental freedoms concerned the prevention of discrimination and the protection of minorities, self-determination, freedom of information, and World War II prisoners of war still unrepatriated or otherwise unaccounted for. The *Ad Hoc* Commission on this latter question established by the General Assembly in 1950 held its fifth and sixth sessions in 1954 and reported to the Secretary-General on September 30 that "considerable progress" had been made since the eighth General Assembly "in the repatriation of prisoners of war and detained civilians." However, the report also contained statistics furnished by the Federal Republic of Germany, Italy, Japan, and Spain showing that many thousands still remain to be repatriated or accounted for. Commenting on this report, Ambassador Henry Cabot Lodge, Jr., said that the Commission could "take much of the credit" for the progress that has recently been made. He noted, however, that "the Soviet Union and others in the Soviet orbit have yet to repatriate or otherwise to account for many thousands of prisoners." Endorsing the Commission's view that the problem is not insoluble, he declared: "It can be settled once and for all if the Soviet Union and the other responsible governments and authorities would cooperate with the Commission."

### *Human Rights Action Program*

The 10th session of the Commission on Human Rights, which was held in New York, February 23–April 16, 1954, considered only briefly the U.N. human rights action program proposed by the U.S. delegation and decided to consider this proposal further at its 1955 session.

The U.S. representative, Mrs. Oswald B. Lord, pointed out to the Commission that a number of aspects of the program proposed by the United States were already reflected in various human rights activities currently being undertaken by the United Nations. Several studies, such as those in the Subcommission on Prevention of Discrimination and Protection of Minorities, were being prepared in the field of discrimination. Reports on human rights similar to those proposed by the United States were being published in the U.N. *Yearbook on Human Rights*. Technical assistance projects concerning the status of women and discrimination and minorities had been authorized by the General Assembly at its 1953 session.

Mrs. Lord circulated revisions of the three draft resolutions setting forth the proposed U.N. human rights action program, which may be summarized as follows:

(1) Each member of the United Nations should transmit biennially, for consideration by the Commission on Human Rights, a report on developments and progress achieved in the field of human rights and measures taken to safeguard human liberty; and the Commission should submit to the Economic and Social Council such comments and conclusions on the report as it deems appropriate.

(2) The Commission should initiate studies of specific aspects of human rights on a worldwide basis, stressing in these studies general developments, progress achieved, and measures taken to safeguard human liberty. Specific subjects should be selected for study, with the assistance of an expert adviser for each subject who would be appointed by the Secretary-General.

(3) The United Nations and the specialized agencies should provide technical assistance and advisory services in certain fields of human rights, including the improvement of procedures under criminal and civil law, increased participation by citizens in national and community civic affairs, and the prevention of discrimination and the protection of minorities.

The U.S. representative made the following observation to the Commission on Human Rights with respect to these draft resolutions:

It is our profound hope that these draft resolutions will help to enable the Commission—and the world—to move forward toward the goals laid down in the Charter and in the Universal Declaration of Human Rights. We believe that this three-point program can be effective in advancing human rights in our time.

The General Assembly in 1954 discussed the two draft International Covenants on Human Rights prepared by the Commission on Human Rights and decided to consider the two drafts at its 1955 session article by article. The drafts were circulated to member governments and the specialized agencies for comment prior to the 1955 session of the General Assembly.

### *Prevention of Discrimination and Protection of Minorities*

The Subcommittee on the Prevention of Discrimination and Protection of Minorities met for its sixth session from January 4 to 29, 1954. The members of the subcommittee are elected by the Human Rights Commission and serve in their individual capacities as experts. The subcommittee had before it recommendations on its future work as well as a preliminary report on discrimination in education and information on pertinent domestic legislation on the prevention of

discrimination and protection of minorities. Justice Philip Halpern of New York serves as the American member of the subcommission in his individual capacity and not as a Government-instructed representative.

The subcommission decided to undertake studies during 1954 of discrimination in education and in employment, these studies to cover all countries and to include all types of discrimination as stated in the Universal Declaration of Human Rights: "race, color, sex, religion, language, political or other opinion, national or social origin, birth or other status." The study on discrimination in education was undertaken by a subcommission rapporteur with the assistance of UNESCO. The ILO was invited to undertake the study on employment. In addition, three members of the subcommission agreed to prepare exploratory reports on studies relating to discrimination that might be undertaken in the future: discrimination in religious rights and practices; political rights; and emigration, immigration, and travel. These topics were later approved, except that the Economic and Social Council decided that the last should be limited to emigration.

As in previous years, the subcommission considered the feasibility of a definition of minorities. Its earlier proposals for a definition had not been approved in the Human Rights Commission and the Economic and Social Council. Because the situation of minorities throughout the world differs widely, the subcommission decided no definition having universal application could be formulated. Instead, the subcommission suggested a study of minorities throughout the world to be undertaken by an expert. The Human Rights Commission, however, did not approve this study and asked the subcommission to reconsider this aspect of its program at its 1955 meeting.

### *Self-Determination*

At its 10th session, held February–April 1954, the Commission on Human Rights adopted two resolutions on self-determination. The first of these related to the "right to economic self-determination," and noted that the right of peoples to self-determination included "permanent sovereignty over their natural wealth and resources." It proposed the establishment of a Commission "to conduct a full survey of the status of this basic constituent of the right to self-determination with recommendations, where necessary, for its strengthening." The second resolution proposed that the General Assembly establish a Good Offices Commission which, upon the initiative of any 10 members of the United Nations, would be empowered to make its good offices available in any situation arising from the alleged denial of the right of self-determination that was within the scope of article 14 of the U.N. Charter.

The United States, while reaffirming its belief in the principle of the right of peoples and nations to self-determination of which it had long been a staunch defender, opposed these resolutions in the Human Rights Commission. The U.S. representative pointed out that the problem was too complex to be dealt with summarily and that any recommendation on the subject should be global, encompassing not only dependent territories but peoples who had recently lost their independence or were in danger of losing it. The United States believed, furthermore, that independence was not the only possible solution to the problem—the form of government finally chosen by a people was less important than freedom to choose it.

At the 18th session of the Economic and Social Council, in the summer of 1954, the United States opposed the resolution on economic self-determination because it made no mention of the obligations that must be associated with the right of peoples and nations to permanent sovereignty over their natural wealth and resources. The United States felt that the resolution ignored the obligations specified in principles of international law and international agreements, including the obligation to provide compensation when taking foreign-owned property. The United States also opposed the resolution on political self-determination because it amounted to a proliferation of U.N. machinery, the need for which had not been demonstrated. The United States further argued that the creation of the proposed new Good Offices Commission would conflict with the established practices and procedures of the United Nations. It would seriously impair that Organization's effectiveness by carrying out functions with respect to a broad and ill-defined class of political problems that are within the jurisdiction of the General Assembly.

The Economic and Social Council adopted a resolution, sponsored by Cuba and Ecuador and actively supported by the United States, which referred the draft resolutions of the Commission on Human Rights back to the Commission, together with the records of the meetings of the Council and its Social Committee on the question, in order that the Commission might reconsider the resolutions in the light of the discussions of the Economic and Social Council.

At the ninth General Assembly an attempt was made in the Third Committee to hasten the Commission on Human Rights, consideration of the question of self-determination of nations and peoples. The action of the Economic and Social Council in returning the self-determination resolutions of the Commission on Human Rights was severely criticized in the committee by the Arab-Asian group which, with others, cosponsored a draft resolution requesting the Human Rights Commission to complete its recommendations on self-determination, including the right of peoples and nations to "permanent sovereignty over their natural wealth and resources." Brazil, Peru, and

the United States introduced an amendment proposing that the Commission, in dealing with the latter subject, have regard to international agreements, international law, and international cooperation in the development of underdeveloped countries. The committee rejected the reference to international agreements and international law but accepted the last part of the amendment. In plenary the three delegations reintroduced their amendment—revised to read “the rights and duties of States under international law”—which was accepted by a vote of 23 to 14 with 19 abstentions. The U.S. delegation was then able to vote for the amended text, which was adopted 41 to 11 with 3 abstentions.

The revision of this text to include a reference to “the rights and duties of States under international law” marks a notable shift away from the more extreme language previously adopted and will permit a more balanced discussion of this subject in the future.

### *Freedom of Information*

Important developments on several aspects of the problem of freedom of information took place during 1954, starting with the spring session of the United Nations Economic and Social Council and ending with the UNESCO Conference at Montevideo and the ninth session of the General Assembly.

The 17th session of the United Nations Economic and Social Council, in April, held a detailed discussion on freedom of information and adopted 11 major resolutions on this subject. One of these resolutions, introduced by the United States, authorizes the U.N. Secretary-General to render, at the request of member states, services that do not fall within the scope and objectives of existing technical assistance programs, in order to assist these states in promoting freedom of information. The United States believes that assistance in the development of independent mass media is one of the best methods of fostering the development of freedom of information.

A second resolution requests the Secretary-General, in conjunction with the specialized agencies and in consultation with professional associations and information enterprises, to prepare for submission to the United Nations Economic and Social Council the following studies:

- (a) A concrete program of action to promote among news personnel everywhere a wider knowledge of the work of the United Nations.
- (b) A worldwide survey of current internal censorship principles and practices with respect to outgoing news dispatches.
- (c) A study of the legal aspects of the rights and responsibilities of the media of information.

(d) A study of the problem of the protection of the sources of information of news personnel.

(e) A study of public and private information monopolies and their effects on freedom of information.

The Economic and Social Council in another resolution invited the governments of underdeveloped countries to study the possibility of encouraging the development of existing, and of establishing new or additional, independent information media. The International Telecommunication Union (ITU) was invited to report to the 19th session of the Council on action taken by governments in response to an ITU recommendation of 1952 that members and associate members facilitate the unrestricted transmission of news by telecommunication services. The U.N. Secretary-General was asked to transmit to member and nonmember states two studies on the status and movement of foreign correspondents, with a request that they consider implementing the administrative measures contemplated in the studies with a view to facilitating the professional activities of foreign correspondents.

A sixth resolution recommends to governments that they adhere to the Universal Copyright Convention and also invites UNESCO to initiate a study of copyright as it concerns news and information media. A seventh invites the International Labor Organization to give consideration to the subject of the economic independence of information personnel in the course of its current studies on professional workers.

The Council urged governments to cooperate in offering facilities for foreign information personnel, recommended that UNESCO consider increasing its mass communication fellowship program, and requested the ITU to consider developing new techniques on the subject.

Finally, the Council recommended to governments that have not yet done so to adhere to the UNESCO Agreement on the Importation of Educational, Scientific and Cultural Materials.

#### GENERAL ASSEMBLY ACTION

The ninth General Assembly approved a resolution on technical assistance in the freedom-of-information field, cosponsored by the United States, which was similar to that adopted by the Economic and Social Council at its 18th session. The Assembly also adopted a resolution on the International Convention Concerning the Use of Broadcasting in the Cause of Peace (Geneva, 1936). This resolution requests countries that are parties to the convention to state whether they wish to transfer to the United Nations the functions that were performed by the League of Nations under the terms of the convention, requests the U.N. Secretary-General to prepare for this purpose a draft protocol concerning the transfer to the United Nations of the functions

assigned to the League under the convention, and provides in the protocol for the accession of members and nonmembers of the United Nations that are not parties or signatories of the convention and also for legal and other adjustments. The draft of this resolution as introduced by the U.S.S.R. was amended during the discussion to provide that "each High Contracting Party shall not interfere with the reception, within its territory, of foreign radio broadcasts." As a result, the U.S.S.R. registered an abstention in the vote on the resolution that it had originally introduced and sponsored.

A third resolution adopted by the Assembly in 1954 concerns the draft Convention on Freedom of Information. This resolution requests the Economic and Social Council to continue its efforts on the technical level to promote freedom of information, to discuss at its 19th session the draft convention, and to formulate recommendations for consideration not later than at the 11th session of the General Assembly. The United States opposed this resolution on the grounds that the present time is not propitious for such a convention.

The General Assembly took no action on a proposed resolution to examine the longstanding question of organizing an international professional conference to prepare the final text of an international code of ethics for the use of information personnel. It was agreed that the response of professional information people and associations throughout the world to the proposed conference had not been sufficiently encouraging to justify the United Nations taking any further steps at this stage. It was also brought out that, in any case, further work on the draft code was a matter for the profession to handle without government interference. Both of these positions coincided with U.S. views.

## UNESCO

The UNESCO Conference in December 1954 passed by acclamation a joint resolution calling on all member states "to take the necessary measures to assure freedom of expression and remove barriers to the free flow of undistorted information between member states, and to promote the use of means of mass communication in the interest of increasing mutual confidence and understanding among peoples of the world." The resolution was introduced by 11 countries, including the United States. The other sponsors were Canada, Colombia, Czechoslovakia, Ecuador, France, India, Lebanon, Mexico, the United Kingdom, and the U.S.S.R. The chairman of the Program Commission, where the resolution was introduced, described its passage as a "historic occasion." The U.S. representative, Congressman Hugh Scott, stated that it "may well mark a milestone on the road towards

better international understanding," and made clear that the reference to the free flow of "undistorted" information should not be interpreted to imply any form of censorship, a view obviously shared by an overwhelming majority of the Conference.

### *Status of Women*

At the eighth session of the Commission on the Status of Women, which met in New York from March 22 to April 9, 1954, it was announced that women might now vote on an equal basis with men in 60 countries and had limited suffrage rights in 6 more. However, at the end of the year there were still 16 countries where women had no voting rights. In commenting on progress in the suffrage field, the U.S. delegate, Mrs. Lorena B. Hahn, emphasized the importance of achieving votes for women in all countries and also of citizenship education for women who had only recently been granted the vote. A number of delegates reported effective use of the pamphlet prepared by the Commission in 1951 entitled *Political Education of Women*, especially the Arabic translation in certain countries of the Near East.

The Commission considered a revised draft of a proposed Convention on the Nationality of Married Women and recommended that it be circulated to governments for comment. It also adopted unanimously a recommendation proposed by the United States that a woman marrying an alien should acquire her husband's nationality only as a result of her own positive request.

Progress in assuring equal pay for equal work for men and women workers was considered by the Commission in two resolutions, one limited to legislative procedures and the other emphasizing collective bargaining and voluntary agreements. At the suggestion of the United States, the Economic and Social Council, at its 18th session, revised the first resolution on legislative measures to recognize the importance also of collective bargaining and private action in this field.

The possibility of part-time work for women with family responsibilities was discussed in the light of studies prepared by ILO and the U.N. Secretariat. The Commission likewise considered the problems of older women workers and of "cottage industries," which are of particular importance in nonindustrialized countries, and decided that further documentation on these matters would be useful.

Continuing its previous work on the status of women in family law and property rights, the Commission adopted a number of proposals designed to assure equal opportunities and rights for married women. The United States urged the collection of further information on laws

and practices in this field from countries that had not yet replied to the Commission's Questionnaire on Family Law.

A representative of UNESCO reported progress in assuring women equal educational opportunities and presented an analysis of primary education for girls. The Commission adopted a proposal emphasizing the need for compulsory and free education for girls as well as boys, and invited UNESCO to provide special information on ways to increase school attendance by girls and encourage the use of women as teachers in areas of need.

The Commission rejected Soviet proposals to add to its agenda an item on "The Protection of Mother and Child," since child welfare is considered regularly in the Social Commission. It decided instead to review at a later meeting the documentation prepared for the Social Commission in this field as it relates to the problems of employed women. The Status of Women Commission also discussed progress in providing technical assistance to governments requesting aid on status-of-women matters.

## REORGANIZATION OF THE ECONOMIC AND SOCIAL COUNCIL

When the Economic and Social Council reorganized itself in 1951 at its 13th session, it was decided that another review would be held in 1954. In approaching this review, it was agreed by all concerned that every effort should be made to control and limit the documentation, to lighten the agendas, and to allow for more thorough consideration of issues of major importance and for higher level representation.

With these basic objectives in mind, and on the initiative of the United States, the Council at its 18th session endorsed the plan of the Secretary-General to terminate or to combine certain publications and studies pending further consideration by the Council Commissions upon whose initiative they had been started. The Council also decided, in an effort to lighten the agenda, not to consider any item more than once a year, and instructed the Commissions and their subsidiary bodies to concentrate their efforts on issues of major importance and to avoid recommending activities not likely to make a substantial contribution to the promotion of the objectives of the United Nations. In an effort to prevent the subsidiary bodies of the Council from making direct requests of specialized agencies or the Secretary-General that might have additional budgetary implications or require changes in approved work programs, it was decided that all such requests to the

agencies or the Secretary-General should first have the approval of the Council. In the course of the discussions, the United States urged a closer integration of the regional Commissions and their activities with the work of the Council and the U.N. Secretariat in New York so as to avoid a measure of decentralization detrimental to the best interests of the United Nations.

In the reorganization of the Council itself, one new Commission was established, the Commission on International Commodity Trade (see above p. 100); one Commission was discontinued, the Fiscal Commission; and one subcommission was not reestablished, the subcommission on Statistical Sampling. Consideration of the reestablishment of the Economic, Employment and Development Commission was deferred until the resumed 20th session of the Council, pending receipt of the report of the Commission on International Commodity Trade on its past year's work. All the other Commissions and sub-commissions of the Council were maintained on the same basis as previously, and some will meet annually and some biennially as in the past.

The Council itself decided to hold two regular sessions each year but to convene a resumed part of each of these sessions. The first regular session is scheduled for the last week of March, to last not longer than 3 weeks, and will consider a limited number of major questions in the economic, social, and human-rights fields. This session is to be resumed in the third week of May for approximately 3 weeks to deal with items of lesser importance. The second regular session is scheduled for the second week of July, to last not longer than 4 weeks. It will consider the world economic situation and, when appropriate, the world social situation, and will engage in a general review of the development and coordination of the economic, social, and human-rights programs and activities of the United Nations and the specialized agencies as a whole. This session is to be resumed, as in the past, toward the end of or immediately following the regular annual session of the General Assembly, to deal with questions arising out of Assembly action and to determine the work program for the coming year.

It is expected that this plan will meet the main objective of making the economic and social work of the United Nations more effective, efficient, and less time consuming.

## *Dependent Territories*

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The U.S. attitude toward the various problems before the United Nations in 1954 reflecting the aspirations of dependent peoples was based on the concept, as stated by Secretary Dulles, that "the orderly transition from colonial to self-governing status should be carried resolutely to a completion." United States policy was clearly set forth in the Pacific Charter, signed at Manila on September 8, 1954, in which the signatories state that in accord with the provisions of the U.N. Charter "they uphold the principle of equal rights and self-determination of peoples and they will earnestly strive by every peaceful means to promote self-government and secure the independence of all countries whose people desire it and are able to undertake its responsibilities." Australia, France, New Zealand, Pakistan, the Philippines, Thailand, the United Kingdom, and the United States are parties to this declaration. United States delegations during 1954 stressed that progress must be continuous. cautioned that zeal needs to be balanced by patience, that human liberty requires economic as well as political foundations, and that in certain instances precipitate action would in fact not produce independence but only transition to a captivity far worse than present dependence.

The charter's Declaration Regarding Non-Self-Governing Territories (chapter XI) sets forth the responsibilities of members administering non-self-governing territories for the promotion of the well-being of the inhabitants of such territories. Chapters XII and XIII of the charter establish the U.N. trusteeship system, providing for international supervision of the administration of 11 non-self-governing territories known as trust territories. These charter provisions give the United Nations an important field of activity with respect to the problems of the 170 million people now living in trust territories and in the non-self-governing territories outside the trusteeship system. The United States, the Netherlands, and, most recently, Denmark have informed the United Nations that four formerly non-self-governing territories for whose administration they were respectively responsible, i. e. Puerto Rico, Surinam and the Netherlands Antilles, and Greenland, have attained a full measure

of self-government and therefore no longer fall within the category of territories on which they agreed in the charter to transmit information. The General Assembly has expressed concurrence in the case of Puerto Rico and Greenland. Assembly action in the case of Surinam and the Netherlands Antilles is being withheld until the Netherlands furnishes promised information.

The United States during 1954 continued to play an active role in U.N. activities in this field. Not only is the United States interested in non-self-governing territories because of its membership in bodies dealing with them, but also because the United States itself administers the territories of Alaska, American Samoa, Guam, Hawaii, the Virgin Islands of the United States, and the Trust Territory of the Pacific Islands, and reports on them to the United Nations. During 1954 the United States participated in the work of the Trusteeship Council and several of its committees, the Fourth Committee of the General Assembly, and the Assembly's Committee on Information from Non-Self-Governing Territories.

The United States also participated in the Caribbean and South Pacific Commissions. These two regional international organizations, while not integral parts of the U.N. system, are concerned with economic and social advancement of the dependent territories in their respective areas.

## TRUSTESHIP SYSTEM

In 1954 the Trusteeship Council met in two regular sessions, holding its 13th session from January 28 to March 25 and its 14th session from June 2 to July 16. India and Syria, the two new members elected in 1953 by the eighth General Assembly to replace the Dominican Republic and Thailand, participated actively in the work of these sessions. At the beginning of the 14th session Ambassador Miguel R. Urquia of El Salvador was elected President of the Council, replacing Ambassador Leslie K. Munro of New Zealand. During its two sessions the Council reviewed developments in all 11 trust territories and adopted detailed conclusions and recommendations on each territory. The 13th session was devoted to six African trust territories; the 14th, to the four trust territories in the Pacific, and to the African Trust Territory of Somaliland under Italian administration. In connection with the latter, the Council granted oral hearings to the leaders of the two principal Somali political parties. During its examination of the four West African trust territories, the Council had the benefit of reports by its 1952 Visiting Mission to these

territories, and in July dispatched another mission to visit the three trust territories in East Africa, one member of which was Mason Sears, U.S. representative on the Trusteeship Council. During 1954 the Council examined 234 individual petitions and took 103 others of a more general character into account in formulating its recommendations on the territories concerned.

The ninth session of the General Assembly considered the Council's report on its two 1954 sessions and granted oral hearings to 16 groups from three of the West African trust territories. It adopted eight resolutions on trusteeship matters.

### *Trust Territory of the Pacific Islands*

The Trust Territory of the Pacific Islands, which is composed of the Marshall, Caroline, and Mariana Islands (except Guam), contains 98 island groups scattered over 3 million square miles of ocean with a total population of some 57,000. Formerly a League of Nations mandate under Japanese administration, these islands were occupied by U.S. military forces during World War II. On July 18, 1947, a trusteeship agreement entered into force between the United States and the U.N. Security Council, which placed the territory under U.S. administration as a strategic trust territory. The Department of the Interior administers all of the trust territory except for the Saipan District, which is administered by the Department of the Navy.

#### MARSHALLESE PETITION

On March 1, 1954, a hydrogen bomb was exploded as part of the series of nuclear-weapons tests conducted in the Pacific Proving Ground, located in the trust territory. Because of "fall-out" of radioactive particles from this explosion, two inhabited islands in the Marshall Islands District, Rongelap and Uterik, became contaminated, and the inhabitants were evacuated to Kwajalein for medical observation and treatment. Fortunately, none of the inhabitants was permanently affected. The people of Uterik have been returned to their island, while the people of Rongelap have been temporarily relocated on the Island of Ejit in the Majuro Atoll pending early decontamination of their home island.

In May 1954 the United Nations received a petition from the 11 members of the Holdover Committee of the Marshall Islands Congress and "100 other interested Marshallese citizens" asking that the experiments with lethal weapons be stopped or, if the continuance of the tests was judged to be absolutely necessary for the eventual well-

being of all the peoples of the world and could not be changed to another area, that certain precautions be taken. It was stated that the petition should not be construed as a repudiation of the United States as the governing agency, since its administration was by far the most agreeable one in Marshallese memory. The United States immediately expressed its regret that some of the inhabitants had suffered ill effects and gave assurances that everything humanly possible was being done to care for those that had been in the affected area. The United States considered that the requests and suggestions of the petitioners were both helpful and reasonable. As they had correctly implied, the United States was conducting the tests only because it had been determined after careful study that they were required in the interests of general peace and security. It was also stated that in the future the U.S. Government would take "all possible precautionary measures . . . before such weapons are exploded."

At the Trusteeship Council's 14th session (June-July 1954), the Marshallese petition was examined by the Petitions Committee and in plenary session. The Council, with the United States concurring, then passed a resolution which, *inter alia*, expressed the deep regret of the Trusteeship Council that a number of inhabitants of the two atolls had suffered ill effects as a consequence of the recent series of nuclear tests, noted measures taken by the administering authority to provide necessary medical attention and care for those affected, and expressed satisfaction that the good health of those affected had been completely restored. The Trusteeship Council recommended that if, in the interests of world peace and security, further tests were considered to be necessary, the administering authority should take such precautions as would insure that "no inhabitants of the Territory are again endangered, including those precautions requested by the petitioners." The Council also urged "that prompt and sympathetic attention be given to all claims for damages."

## ANNUAL REPORT

At its 14th session, the Council also examined the 1952-53 annual report on the U.S. administration of the Pacific Islands. Frank E. Midkiff, High Commissioner of the Territory, who served as special representative before the Council, made an oral statement explaining the report and discussing significant developments in the territory since the close of the period covered by the report. Mr. Midkiff answered questions regarding the administration of the territory in general, including inquiries about the events and facts surrounding the Marshallese petition. Dwight Heine, himself a Marshall Islander and Superintendent of Schools in the Marshall Islands District, also

served as a member of the U.S. delegation to the Council to answer questions and to present the views of his people on this subject.

The Council adopted a number of conclusions and recommendations, noting with interest the policy of the administering authority to stimulate the adjustment of the indigenous inhabitants to modern political, economic, and social conditions in a manner appropriate to their particular circumstances and in accordance with their free wishes. It also drew attention to suggestions of some members that a more rapid rate of change might be fostered in certain fields. The Council considered that the administering authority should be congratulated for bringing about the participation of the territory in various forms of international cooperation, including cooperation with the World Health Organization (WHO) and the South Pacific Commission.

The United States received the approval of the Council for its policy of gradually replacing nonindigenous personnel in the administration with indigenous inhabitants and of appointing the latter to more responsible posts, and was encouraged to continue to take all practicable measures to foster the establishment of a legislative body for the whole territory.

In the economic field, the Council expressed the hope that the administering authority would do all in its power to continue to expand and diversify the trust territory's economy in accordance with the plan of general economic development, including continued assistance in establishing an adequate transportation system. The Council noted the favorable comments of the United Nations Educational, Scientific and Cultural Organization (UNESCO) on the advances made in education, but recommended that, where needed, the administering authority assist the municipalities in the construction or improvement of school buildings and in the attainment of qualified teaching personnel.

### *New Guinea*

Australia administers the Trust Territory of New Guinea jointly with the Territory of Papua. The rugged mountains, the dense tropical vegetation, and the population of over a million speaking many different languages have added to the difficulties Australia has had in making contact with the remote parts of the territory. However, it is expected that the entire area will be under full government control in early 1955.

At its summer session in 1954 the Trusteeship Council, *inter alia*, recommended that the administering authority study methods of associating indigenous representatives in the work of the Executive Council of the territory, an advisory body consisting of officials, and expressed hope that the plan for participation of indigenous inhabi-

tants as observers in the work of the Legislative Council would be implemented before examination of the next report. The Council also noted with satisfaction the increase in the number of and the progress made by native village councils. In the economic field, the Council expressed the opinion that a long-range coordinated program is basic for the sound economic development of the territory and urged the administering authority to institute the necessary steps to develop such a program. The eradication of illiteracy is a basic problem in this territory, and the Council attached great importance to the formation of long-range plans for the educational advancement of the indigenous people.

### *Nauru*

The Trust Territory of Nauru, a tiny isolated island near the Equator with 3,434 inhabitants, is administered by Australia on behalf of the United Kingdom, New Zealand, and itself. Since the phosphate deposits which form its only economic resources are expected to be exhausted in 70 years, the Trusteeship Council is concerned with the long-range problem of the eventual resettlement of Nauru's indigenous inhabitants. The Council asked the administering authority to submit more detailed information on its resettlement plans. It also adopted a number of conclusions and recommendations in relation to the general advancement of the Nauruans. For example, it expressed the hope that the Nauruan Local Government Council would make every effort fully to understand and exercise its powers, urged the administering authority to take all necessary measures to achieve this end as rapidly as possible, and welcomed the establishment of an educational advisory committee to coordinate educational plans.

### *Western Samoa*

The Trust Territory of Western Samoa, administered by New Zealand, consists of two large and several smaller islands and islets lying to the west of American Samoa in the South Pacific. These islands, which have a rugged, mountainous terrain, support a population of 91,043, of which 4,704 (including many part-Samoans) have European status.

At its summer session in 1954 the Trusteeship Council noted with satisfaction the progress made in Western Samoa, particularly the surveys in the economic, labor, and education fields. Further steps toward the convening of a constitutional convention were reported, and the Council expressed its hope that the people would at this forth-

coming convention, scheduled to meet late in 1954 or early in 1955, formulate for the consideration of the administering authority a plan for progressive attainment of self-government or independence. In the economic field, the Council hoped that the most urgent attention would be given, in cooperation with the Samoans, to intensifying measures for an overall increase in production, a diversification of crops, and the establishment of secondary industries. Noting the advance made in the field of public health, the Council drew the attention of the administering authority to the desirability of increasing medical and hospital facilities.

### *Somaliland*

Somaliland is unique among trust territories. It is the only trust territory that was not formerly under League of Nations mandate, the only one with a fixed date for independence, and the only one administered by a nonmember of the United Nations. It is one of the colonies that Italy lost as a result of World War II; however, Italy was asked to return as administering authority for a 10-year period ending in 1960, when Somaliland is to achieve its independence. In addition to Italy there is in the territory an Advisory Council composed of three U.N. members—Colombia, Egypt, and the Philippines. Although Italy has been prevented by Soviet vetoes from becoming a member of the United Nations, she has been granted nonvoting participation in the Trusteeship Council on matters affecting Somaliland.

At its 14th session (June 1954) the Council, in its annual review of conditions in Somaliland, laid particular stress on the necessity of developing a viable economic base for the future Somali state. This problem, made acute by the territory's very limited resources, was highlighted in a statement before the Council by the leaders of the two principal Somali political parties. The Council adopted a resolution asking that the possibilities of securing financial assistance from the International Bank for Reconstruction and Development (IBRD) be investigated. In another resolution, the Council drew attention to the urgency of settling the frontier question between Somaliland and Ethiopia. The Council also recommended that the Somalis be given experience in responsible governmental positions, that the system of direct elections be progressively extended, and that medical and educational services be improved.

### GENERAL ASSEMBLY ACTION

Somaliland was singled out in two resolutions adopted in 1954 by the ninth General Assembly. In a resolution on financing the economic development of the territory, the Assembly requested the Secretary-

General to consult with the Italian Government concerning the advisability of asking the International Bank for Reconstruction and Development to send an exploratory mission to the territory. With regard to the frontier question, the Assembly urged Ethiopia and Italy to make every effort to achieve a settlement by direct negotiations but recommended that if such negotiations achieved no results by July 1955 the mediation or arbitration procedures recommended in 1950 by the fifth General Assembly be instituted.

### *Ruanda-Urundi*

During 1954 the Trusteeship Council again considered the problems faced by the Belgian administration in furthering the development of the indigenous inhabitants of the Central African trust territory of Ruanda-Urundi—Africa's most densely populated area, in whose 20,919 square miles exists a population of almost 4 million. The primary problem of the administration is to raise the economy and standard of living of the indigenous farmer—a problem that is complicated by the existence on the land of approximately 1 million head of cattle which are venerated as a symbol of wealth and power, and which vie with the human population in securing an existence from pasture land that could be better used for cultivation. The Trusteeship Council again recommended that the administering authority pursue its efforts to modify the intricate indigenous social structure, based on the undue importance attributed to the ownership of cattle, and thereby reduce the number of cattle—efforts which, though supported by the territory's two African "kings" and the younger generation, are strongly opposed by the majority of the population.

In the political field, the Trusteeship Council again recommended that the membership of the Council of the Vice Governor General be increased to afford representation to all indigenous interests and recalled previous recommendations urging the training of Africans for higher positions in the administration. It once again noted the difficulty that the duality of the administrative structure (i. e. the existence of a Belgian and a traditional African structure side by side) presented to the development of a modern government in which the indigenous inhabitants might play a full part. The important advancement in the indigenous political structure which came into force August 1, 1953, with the establishment of more representative councils with African membership at various levels was commended by the Council.

Among the more important recommendations in the educational, social, and economic fields made by the Trusteeship Council in 1954 with respect to Ruanda-Urundi were those urging increased educational facilities, particularly in the fields of secondary education and

the education of girls; removal of restrictions on the personal liberties of the inhabitants, including the curfew, transport and passport restrictions, and corporal punishment; the development of the territory's economy by the promotion of processing and other secondary industries; the encouragement of indigenous inhabitants in undertaking new economic activities, especially through the development of co-operatives; and improvement of methods of cultivation to increase food production.

### *Tanganyika*

Tanganyika is the largest trust territory, with an area of 362,000 square miles and an estimated population of over 8 million. The fact that its varied population is made up of 7,965,000 Africans belonging to some 120 different tribes, 20,300 Europeans, and 84,000 other non-Africans has tended to complicate the task of the United Kingdom, which administers the territory.

The Trusteeship Council again examined the administration of the territory at its 13th session (January–March 1954). Conditions in Tanganyika were also studied at firsthand late in 1954 by the U.N. Visiting Mission to East Africa; however, its reports had not been issued by the end of the year.

The Council adopted a detailed series of conclusions and recommendations designed to encourage further progress in all fields. In the political field, the Council expressed the hope that African membership on the Executive Council could be increased. It expressed the opinion that the administering authority's proposal for equal representation in the Legislative Council, under which one-half of the membership would be government officials and one-half selected from the three principal communities on an equal basis, i. e. 7 Africans, 7 Asians, and 7 Europeans—while a useful interim measure—did not offer a satisfactory long-term solution. It therefore suggested that consideration be given to the use of a common electoral roll with appropriate qualifications as a possible form of bridge between the communal and a more representative electoral system. Hope was also expressed that continued and extended experience in election methods at the local-government level would facilitate as soon as possible universal suffrage based on a common roll. It was again noted that few Africans as yet occupy posts in the senior branch of the civil service, and the administering authority was strongly urged to intensify measures leading to the appointment of more Africans to responsible positions in the administration.

In the economic field, the Council commended the administration generally on the steps taken to develop secondary industries to balance

the economy of the territory, as well as for progress in agricultural development, in provision of grain-storage facilities, in improvement of road and rail communications, and in prospecting for coal and other minerals. It welcomed the opening of the Natural Resources School and the development of cooperatives and urged the administering authority to endeavor to increase the output and improve the methods of African farmers. With respect to social development, the Council recalled its previous concern at the low standard of living prevailing in the territory. It recommended that the administering authority take additional steps toward the appointment of more women social workers. It welcomed the development and construction of a new type of low-cost housing in the towns, and noted the advances in the fields of public health and the expansion and improvement of hospital facilities. It urged continued efforts to abolish corporal punishment. In the field of education, the Council urged that the whole system of primary schools be brought under government supervision and also that secondary education be expanded. It suggested that consideration be given to the establishment within the trust territory of an institution for higher education.

### *Cameroons Questions*

The Trust Territory of French Cameroons in Western Equatorial Africa, with a population of more than 3 million, of which 13,000 are Europeans, is administered by France as an "associated territory" within the French Union. The Trust Territory of British Cameroons, which includes within its 34,081 square miles of mountainous territory an estimated population of 1,430,000, is administered by the United Kingdom as an integral part of the adjacent colony of Nigeria. The Trusteeship Council at its 13th session, early in 1954, examined conditions in both territories on the basis of the 1952 annual reports of the respective administering authorities and the report of the 1952 U.N. Visiting Mission to West Africa as well as of supplementary information supplied by special representatives from both territories.

### FRENCH CAMEROONS

Based upon the assurance of the French representative that the people of the territory would, upon the termination of its trusteeship status, be free to elect either to leave the French Union or to remain within it, the Council expressed confidence that the relationship between the trust territory and the French Union would continue in accord with the charter and the trusteeship agreement. It urged

again the introduction of universal adult suffrage, a single electoral-college system eliminating the distinction between French and African voters and representatives, and the fostering of a sense of national consciousness among all peoples of the territory. In addition, it suggested the enactment of a bill further to increase African membership in the Territorial Assembly and extension of its deliberative powers. Other recommendations in the political field were directed at further development of urban and rural councils, broadening the electorate for certain municipal councils, and continued efforts to insure the progressive democratization of the traditional tribal institutions.

### BRITISH CAMEROONS

The Council noted with satisfaction the changes in the political structure of the British Cameroons as a result of the revision of the Constitution of Nigeria and the Cameroons, which included (1) the increased representation of Northern Cameroons in the Legislature of Northern Nigeria, and (2) the removal of Southern Cameroons from the Eastern Region of Nigeria to become a quasi-federal territory with its own Legislature and Executive Council.

A generally growing consciousness of the political affairs of the territory among the inhabitants of Southern Cameroons was observed by the 1952 Visiting Mission. The mission also concluded that the inhabitants of the British Cameroons were less interested in the unification of British and French Cameroons than in participating in the increased self-government granted them under the new Federal Constitution of Nigeria. The Council recommended to the administering authority the further development of local government away from traditional tribal institutions and toward councils with a broader and more representative base.

The administration was commended by the Council for progress in the economic development of the territory and the diversification of its production. However, the Council urged that further consideration be devoted to the improvement of communications and to the soil conservation program as well as to the expansion of medical services—especially in the north—and that intensified efforts be made, in line with the suggestions of the Visiting Mission, to eradicate the widespread illiteracy prevalent in the territory by increased attention to education and the training of teachers.

### GENERAL ASSEMBLY CONSIDERATION

At the ninth General Assembly, in 1954, the Fourth Committee heard oral statements by two petitioners representing organizations

in the French Cameroons who urged the unification and independence of the two Cameroons, specification by the administering authority of a time limit for the attainment of self-government or independence by the territory, and other measures to promote the development of fundamental human rights within the territory. The General Assembly adopted a resolution, sponsored by five countries including the United States, recommending that the Trusteeship Council continue to give appropriate attention to the matters raised by the petitioners and, with the help of its 1955 Visiting Mission to the territory, study the matters raised by the petitioners and report to the 10th session of the Assembly. The resolution was adopted in committee by a vote of 41 (U.S.) to 0 with 1 abstention, and in plenary by a vote of 53 to 0 with 1 abstention.

### *Togoland Questions*

United Nations consideration of problems involving the Trust Territories of British and of French Togoland underwent, in 1954, a further change in emphasis. While the Trusteeship Council and the General Assembly continued their regular annual examination of conditions in these two small West African trust territories, special attention was focused on the problem of their future status. This problem was first presented to the United Nations about 8 years ago through petitions from the relatively large and advanced groups of Ewe-speaking tribes, whose members, living along the coast of British and of French Togoland and the neighboring British colony of the Gold Coast, sought unification under a single administration. This movement subsequently evolved into a plea for the unification of the two trust territories as a whole, not merely the Ewe areas.

The rapid political advance of the Gold Coast toward independence, probably within the next 2 or 3 years, has caused a further evolution of the Togoland problem. British Togoland, which has been administered since World War I as an integral part of the Gold Coast, is now faced with the problem of deciding whether it desires to be integrated into an independent Gold Coast, or to be unified with French Togoland, or to achieve self-government or independence as a separate entity. Political parties in both territories are sharply divided on this issue, and even among the unificationists there is a division between those who would have a unified Togoland associate itself with the Gold Coast and those who would have it associated with the French Union.

On June 24, 1954, the United Kingdom sent a memorandum to the Secretary-General of the United Nations stating, *inter alia*, that it would be unable to administer British Togoland as a trust territory

after the Gold Coast achieves its independence and would therefore ask for the termination of the trusteeship. The memorandum expressed the view that British Togoland could best achieve the objectives of trusteeship through integration with an independent Gold Coast, a solution that it believed was desired by the majority of the inhabitants. It then asked the General Assembly to request the Trusteeship Council to ascertain the method by which the people of the territory could best express their wishes on the future of British Togoland. The British memorandum was also sent to the Trusteeship Council, which, on the initiative of the United States, recommended that the General Assembly consider this matter at its ninth session along with the unification problem.

#### GENERAL ASSEMBLY ACTION

The ninth General Assembly debated this question at some length, after hearing the views of 12 different political groups from the two trust territories. It then adopted in a somewhat amended form a resolution introduced by India, which decided that the wishes of the inhabitants should be ascertained and that the Trusteeship Council should work out arrangements for so doing and report them to the 10th Assembly in 1955. In connection with this task, the Council was asked to send a special Visiting Mission to British and French Togoland to make an on-the-spot study of the problem. The vote in committee on this resolution was 42 (U.S.) to 1 with 11 abstentions, and in plenary 44 to 0 with 12 abstentions, Belgium shifting its original negative vote to an abstention.

#### *Other Assembly Action Concerning Trust Territories*

At its ninth session the General Assembly adopted two other significant resolutions on trusteeship matters, the first seeking to increase the participation of indigenous inhabitants of trust territories in the work of the Trusteeship Council through the regular Visiting Missions and the petitions procedures, and the second recommending steps to promote the attainment of self-government or independence by trust territories, including the establishment of at least approximate timetables for the achievement of these goals. In the first resolution, which was adopted by a vote of 44 (U.S.) to 8 (other administering powers) with 4 abstentions, the Trusteeship Council was requested to instruct its Visiting Missions to seek out and report on public opinion on all problems of importance to the territories visited. This resolution also seeks to encourage public discussion in the territories of the annual reports prepared by the administering authorities and the expression of

views by the population through petitions or otherwise. In the second resolution the Council was requested to include in future reports its conclusions and recommendations concerning steps being taken by the administering authorities to aid the population to achieve self-government or independence. The Assembly also recommended that the administering authorities increase the number of representative organs of government in the territories, as well as the degree of indigenous participation therein, in order to facilitate establishment of timetables for self-government or independence. The vote on this resolution was 41 to 8 (other administrative powers) with 5 (U.S.) abstentions.

### *United States Scholarship Program for Trust Territories*

The United States has continued to support General Assembly recommendations designed to promote the educational advancement of the inhabitants of trust territories by making available to qualified students of these territories scholarships for study in its universities under the Information and Educational Exchange Act. During the academic year 1953-54, four students—one each from British Cameroons, British Togoland, Western Samoa, and Tanganyika—were in the United States pursuing their studies in the fields of education and business administration at Boston University, Columbia University, the University of Washington, and the University of Chicago, respectively. In March 1954 the United States announced the renewal of its trust territory scholarship program for the academic year 1954-55. Under this year's program the grants to the students from Tanganyika and Western Samoa were renewed and three new grants were awarded, one to a student from the French Cameroons now studying at Gustavus Adolphus College, St. Peter, Minnesota, and the others to two students from Italian Somaliland who have been placed at New Jersey State Teachers College, Trenton, New Jersey, and Goshen College, Goshen, Indiana. Toward the end of 1954 the United States informed the Secretary-General that four scholarship grants would again be available to trust territory students during the 1955-56 academic year.

## NON-SELF-GOVERNING TERRITORIES OTHER THAN TRUST TERRITORIES

Chapter XI of the charter provides that members of the United Nations that have "or assume responsibilities for the administration of territories whose peoples have not yet achieved a full measure of

self-government" shall recognize the principle that the interests of the inhabitants of these territories are paramount and accept "as a sacred trust" the obligation to promote to the utmost the well-being of the inhabitants of these territories.

In accordance with this obligation such U.N. members are obligated to transmit annually to the Secretary-General information of a technical nature on the social, educational, and economic conditions in all their non-self-governing territories aside from those administered under the trusteeship system, on which more comprehensive reports are required. Since 1947 it has been customary to transmit this information according to a topical outline, known as the Standard Form, which is divided into educational, social, and economic sections. The Standard Form also contains an optional category providing for the voluntary submission of political information, which the United States has always submitted. It is also customary for the Secretary-General in every third year to prepare full summaries and analyses of the information transmitted. In the intervening years summaries and analyses of significant changes are prepared.

### *Committee on Information From Non-Self-Governing Territories*

The existence of the Committee on Information is a manifestation of the concern of the international community for the welfare of peoples who reside in territories that have not yet attained self-governing status. More specifically, the committee was established because, although members of the United Nations who administer "territories which have not yet attained a full measure of self-government" undertake under chapter XI of the charter to transmit information of a technical nature on economic, social, and educational conditions in the territories for which they are responsible, the charter provides no machinery for considering such reports and many members felt a need for such machinery. Originally established by the General Assembly on an annual *ad hoc* basis, the committee's tenure was renewed for a 3-year period in 1949; and in 1952 it was reestablished for a further term of 3 years.

The committee is empowered by the General Assembly to examine information transmitted under article 73 (e) of the charter and to make to the Assembly "such procedural recommendations as it may deem fit and such substantive recommendations as it may deem desirable relating to functional fields generally but not with respect to particular territories." Membership on the committee in 1954 was balanced between 8 members who administer non-self-governing territories (Australia, Belgium, France, New Zealand, Netherlands, Den-

mark, the United States, and the United Kingdom) and 8 nonadministering members elected by the Fourth Committee on behalf of the General Assembly. Nonadministering members of the committee in 1954 were Brazil, Burma, China, Ecuador, Guatemala, India, Indonesia, and Iraq. The United States is a member of the committee by virtue of the fact that it transmits information on Alaska, American Samoa, Guam, Hawaii, and the Virgin Islands.

Since 1949 the committee has followed the practice of giving major emphasis at each annual session to one of the functional fields on which information is transmitted, i. e. educational, economic, and social conditions. At its session in August 1954 the committee stressed economic conditions and developments in non-self-governing territories and also discussed social and educational conditions in these territories, the association of non-self-governing territories in its work, and the communication from Denmark relative to the cessation of the transmission of information on Greenland.

For the second consecutive year Belgium did not participate in the committee's work. Two other members of the committee (the United Kingdom and France) that have expressed reservations concerning the legality of the committee similar to those expressed by Belgium have continued to cooperate in the work of the committee.

#### ECONOMIC CONDITIONS

The *Special Report on Economic Conditions in Non-Self-Governing Territories* adopted by the committee at its 1954 session is a supplement to its 1951 economic report. As it had done in the earlier report, the committee emphasized that the interests of the inhabitants of territories are of primary importance in economic development. It was the committee's view that, in general, investment should be channeled and improvements made through activities that would bring benefits to the territories and their peoples and not merely contribute toward those developments that, though useful or necessary to the rest of the world, are only of secondary interest to the territories themselves. The 1954 special report gives detailed attention to general economic development, rural economy, industrial development, external trade, standards of living, and cooperative societies and community development.

As in the past, the committee's task was facilitated by special studies prepared by the U.N. Secretariat on the basis of information transmitted under article 73 (e) and papers prepared by the Food and Agriculture Organization (FAO), the International Labor Organization (ILO), WHO, and UNESCO. Five members of the committee, the United States, the United Kingdom, France, Netherlands, and Brazil,

included special economic advisers on their delegations, whose presence added considerably to the value of the committee's report. A resolution adopted in 1953 by the eighth General Assembly had recognized the value of the participation of specialist advisers in the committee's work and had encouraged members to attach such advisers to their delegations. Pursuant to another General Assembly resolution, the United States included on its delegation an adviser from one of its non-self-governing territories, the Virgin Islands; and the Danish delegation included representatives from Greenland.

At its ninth session the General Assembly without objection approved the *Special Report on Economic Conditions in Non-Self-Governing Territories* as a supplement to the 1951 report. The Assembly further invited the Secretary-General to communicate the report to the members of the United Nations responsible for the administration of non-self-governing territories, to the Economic and Social Council, to the Trusteeship Council, and to the specialized agencies concerned. The Assembly also approved the decision taken by the Committee on Information to convene its next session in the spring of 1955.

### *Cessation of the Transmission of Information*

#### GREENLAND

In a communication dated September 3, 1953, Denmark informed the U.N. Secretary-General that as a result of constitutional changes affecting Greenland, the Danish Government had decided to cease reporting under article 73 (e) of the charter on that territory. In conformity with the terms of a resolution adopted by the Assembly in 1948 at its third session, the Danish Government transmitted to the Secretary-General a memorandum giving the background of the constitutional developments in Greenland, together with a translation of the Danish Constitution of June 5, 1953, and of the records of the meetings of the Greenland Council at which the constitutional changes were discussed and unanimously adopted. The Secretary-General in turn, in accordance with a 1950 fifth General Assembly resolution, transmitted the Danish communication to the Committee on Information for its consideration. Although the committee at previous sessions had considered other cases upon which it had been decided to cease reporting, such as Puerto Rico, this was the first time the committee had considered the case of a former non-self-governing territory that had been completely integrated with the metropolitan country.

After close examination of the document submitted by Denmark, the committee unanimously adopted a resolution; but in order not to prejudice the Assembly's consideration of the Greenland question, the

committee adopted this resolution in its own name rather than as a recommendation to the Assembly. The committee expressed its opinion that, "within the limits of its terms of reference and without anticipating any disposal of this question by the General Assembly," Greenland may be considered as falling outside the scope of chapter XI of the charter and that it would no longer be necessary or appropriate to transmit information on it.

By a vote of 34 (U.S.) to 4 with 12 abstentions, the Fourth Committee at the ninth General Assembly adopted a resolution stating that chapter XI of the charter could no longer be applied to Greenland and that it was appropriate that the transmission of information in respect of Greenland should cease. This resolution was approved in plenary by a vote of 45 (U.S.) to 1 with 11 abstentions. As was the case in 1953 when the Assembly adopted a resolution agreeing with the U.S. position that Puerto Rico should no longer be considered a non-self-governing territory, the Assembly's resolution on Greenland contained a statement that the Assembly has the competence to decide whether a non-self-governing territory has attained a full measure of self-government for the purpose of chapter XI of the charter. In a separate vote on this paragraph, the United States and the other administering members voted against it, but it carried by a vote of 33 to 12 (U.S.) with 5 abstentions.

On this question the United States has consistently taken a middle position, contending that each administering member of the United Nations is responsible for determining the constitutional position and status of territories under its sovereignty, and that the decision with respect to reporting under article 73 (e) on specific territories rests solely with the administering member concerned. The United States does not believe, however, that interpretation of the expressions "non-self-governing territories" and "territories whose peoples have not yet attained a full measure of self-government," since they appear in the charter, is a matter for unilateral determination by individual administering members. Rather, the United States believes that the General Assembly has, for example, the authority to discuss and attempt to define the above expressions, to recommend to administering members generally consideration of any definition it might adopt, or to express its opinion in general terms on the principles that have guided or may guide members in deciding on which of their territories they will transmit information.

As a result of its decision to cease reporting on Greenland, Denmark's membership on the Committee on Information terminated at the end of the 1954 session. There thus remain only seven administering members on the committee, including Belgium, which has not participated in the last two sessions. To retain the traditional balance be-

tween administering and nonadministering members of the committee, the Fourth Committee elected only one member, Peru, to replace Ecuador and Indonesia, whose terms had expired.

#### SURINAM AND NETHERLANDS ANTILLES

Since 1951 the Committee on Information and the General Assembly have been concerned with the Netherlands decision to cease reporting under article 73 (e) of the charter on Surinam and the Netherlands Antilles. In 1953 at the Assembly's eighth session, a resolution was adopted requesting the Netherlands to resume the transmission of information on the two territories until such time as the Assembly decides that the transmission of information in regard to those territories should be discontinued. The resolution also requested the Netherlands to transmit to the Secretary-General information on the Roundtable Conference between the territories and the metropolitan government which was expected to be resumed early in 1954 at The Hague. The Netherlands representative stated at the eighth session that his Government would be unable to comply with the Assembly's first request, especially as the territories concerned were opposed to further reporting. With respect to the second request, the Committee on Information was informed by the Netherlands representative that the final constitutional instrument adopted at the Roundtable Conference had been referred to the Parliaments of the three countries concerned, i. e. the Netherlands, Surinam, and the Netherlands Antilles. When final action had been taken by these legislatures, the Netherlands would transmit the requested information to the United Nations. In its report, the Committee on Information merely noted this statement by the Netherlands representative.

#### GENERAL RESOLUTION ON CESSATION OF REPORTING

Since 1948 when the General Assembly passed a resolution expressing the view that the Assembly should be informed of any constitutional changes that led an administering member to decide that it was no longer necessary to report to the United Nations on one of its non-self-governing territories, the question of the Assembly's role in making the decision on cessation by an administering member of reporting on a non-self-governing territory has been one of the most controversial in the field of dependent area affairs. Most nonadministering members take the position that the validity of any such action on the part of an administering member depends on some form of approval or ratification by the General Assembly—a position not

accepted by the administering members, including the United States as noted above.

After approving the resolution relative to the cessation of the transmission of information on Greenland, the Fourth Committee of the General Assembly in 1954 considered a resolution that expressed certain general principles with respect to examination of similar communications that might be received in the future. In this resolution the opinion was expressed that future communications relative to the cessation of the transmission of information on a territory should be examined with particular emphasis on the manner in which the right of self-determination has been attained and fully exercised. The resolution also stated that if the General Assembly deems it desirable, "a mission, in agreement with the Administering Authority, should visit the non-self-governing territories before or during the time when the population is called upon to decide on its future status or change of status." The Assembly further invited the Committee on Information to study means by which it could, at the appropriate time, draw the Assembly's attention to the forthcoming changes in the status of the territory concerned. This resolution was adopted in committee by a vote of 37 to 11 (U.S.) with 4 abstentions, and in plenary by a vote of 40 to 12 (U.S.) with 3 abstentions.

The United States was unable to support this resolution primarily because it considered that Visiting Missions to non-self-governing territories involve a concept unacceptable in itself and offer many practical difficulties. The United States does not believe it wise to support Assembly action that may lead to a request that it, along with the other administering members, accept a form of U.N. supervision of territories under its administration that goes considerably beyond the obligations provided for in the charter. Furthermore, the United States believes that present procedures for dealing with cases of cessation of transmission of information are adequate.

The Committee on Information will consider this Assembly resolution at its 1955 session, with a view to making recommendations thereon to a subsequent General Assembly.

### *Other Assembly Action on Non-Self-Governing Territories*

The General Assembly at its ninth session adopted three other resolutions relating to non-self-governing territories. The first of these, on educational advancement in non-self-governing territories, invited U.N. members to extend generously their offers of facilities to inhabitants of non-self-governing territories for all levels of postprimary education as well as for technical and vocational training. Adminis-

tering members are requested to make the greatest possible use of the facilities offered, to give appropriate publicity to such offers, and to take other measures to insure that every possible advantage is taken of them. The United States, which under its present international educational programs makes available scholarships and fellowships for which inhabitants of non-self-governing territories are eligible, voted in favor of this resolution.

Another resolution adopted by the Assembly, on the voluntary transmission of political information on non-self-governing territories, reiterated the view that the voluntary transmission of such information is fully in accord with the spirit of article 73 (e) of the charter. Administering authorities are invited by the resolution "to give the United Nations their utmost cooperation in this regard." Although article 73 (e) of the charter does not require the transmission of political information on non-self-governing territories, the United States has consistently followed the practice of transmitting such information, and some of the other administering authorities have from time to time done the same. The United States, however, voted against this resolution, because no useful purpose was seen in further exhorting administering authorities to take action that under the charter is within their discretion. The resolution was adopted in committee by a vote of 36 to 9 (U.S.) with 4 abstentions, and in the plenary by 42 to 10 (U.S.) with 3 abstentions.

The final resolution adopted by the General Assembly on non-self-governing territories relates to the consideration by the Committee on Information of problems common to regional groups of non-self-governing territories. By the terms of this resolution, the Committee on Information is requested at its next session to study ways in which the future reports it prepares may most appropriately be directed "to the consideration of information or recommendations concerning the particular problems common to certain regional groups of territories." The committee is also requested to examine the necessity for revising the Standard Form in order to assist administering authorities in providing concrete information on these regional problems. The United States voted against this resolution, which was adopted by a vote of 36 to 7 with 3 abstentions in committee, and by a vote of 42 to 9 with 1 abstention in plenary. It was considered that it modified the terms of reference of the committee and that any such modification should be discussed at the time the question of renewal of the committee and its terms of reference is considered in 1955. The present terms of reference of the committee enable it to examine information on social, economic, and educational conditions in non-self-governing territories and to make substantive recommendations thereon but not with respect to particular territories.

*South-West Africa*

The former German colony of South-West Africa, which after World War I was placed under the administration of the Union of South Africa as a League of Nations mandate, is the only such territory that has not either attained its independence or been made a trust territory under U.N. supervision. The question of the international responsibilities of the Union of South Africa in regard to this territory has been before the United Nations almost since its inception. After the General Assembly had declared its belief that the territory should be placed in the trusteeship system, the question of the Union's international responsibilities was referred to the International Court of Justice in 1950. The Court held that, while the Union was not obligated to place South-West Africa under U.N. trusteeship, the mandate continued to exist; that supervisory functions should be exercised by the United Nations to the same degree as by the League of Nations and should conform so far as possible to the procedure of the League; and that the Union, acting alone, was not competent to modify the territory's international status. Successive U.N. committees have been unsuccessful in their efforts since 1951 to negotiate with the Union an agreement that would implement the Court's opinion.

The committee established in 1953 by the eighth Assembly was also given the task of examining any available information and petitions on South-West Africa, with or without the Union's cooperation, and reporting its conclusions to the Assembly. In addition, it was to draft procedures approximating those followed under the mandates system for the Assembly's use in examining the administration of the territory. At its ninth session the Assembly, by a vote of 34 to 8 with 9 (U.S.) abstentions, noted with concern the committee's opinion that the administration of South-West Africa "is in several respects not in conformity with the Union's obligations under the mandate" and invited the Union to submit reports and otherwise to cooperate with the committee.

In another resolution the Assembly, by a vote of 40 to 3 with 11 (U.S.) abstentions, reiterated previous resolutions to the effect that the normal way of modifying the international status of the territory would be to place it under U.N. trusteeship. After considerable discussion a third resolution was adopted which referred to the International Court the question of the proper Assembly voting procedure in carrying out the supervisory functions formerly exercised by the League of Nations. The vote on this resolution, which is described in greater detail in Part IV, was 25 (U.S.) to 11 with 21 abstentions.

The United States, which was not a member of the Committee on

South-West Africa in 1954, has been named to replace Norway, which resigned.

## WORK OF THE REGIONAL COMMISSIONS

The United States continued in 1954 to participate in the work of two regional Commissions—the Caribbean Commission and the South Pacific Commission—which are concerned with nonindependent areas and which, though not part of the U.N. system, have aims that are consistent with those of the U.N. Charter. The member governments of the Caribbean Commission are France, the Netherlands, the United Kingdom, and the United States. These four governments, with Australia and New Zealand, constitute the six members of the South Pacific Commission. Both of these Commissions are advisory and consultative bodies on economic and social matters of common interest to the member governments and to the 32 local governments in the two regions. Areas of U.S. interest in the two regions are the Commonwealth of Puerto Rico, the Virgin Islands of the United States, Guam, American Samoa, and the Trust Territory of the Pacific Islands.

Each Commission is assisted by two auxiliary bodies—a research council and a regional conference of local representatives. The research councils are composed of scientists and technicians who advise the Commissions on a wide range of technical subjects. The regional conferences of local representatives provide an opportunity for the peoples of these two areas to discuss their economic and social problems and to share their experience and knowledge. The conference recommendations, in turn, provide one of the fundamental bases for the work programs of the two Commissions.

Both organizations maintain permanent secretariats which provide informational and advisory services. The headquarters of the Caribbean Commission is at Port-of-Spain, Trinidad, and that of the South Pacific Commission at Nouméa, New Caledonia.

There is full exchange of information between the United Nations and the two Commissions and cooperation on matters of mutual interest. The United Nations and the specialized agencies have attended the regional conferences and technical meetings held under the Commissions' auspices, while the specialized agencies have cosponsored technical and training courses.

*Caribbean Commission*

The current fields of emphasis in the work of the Caribbean Commission are economic development, particularly agricultural forestry and fisheries; industrial development; housing; and basic education.

Two meetings of the Commission were held in 1954—the 18th at Belize, British Honduras, May 19–24; and the 19th at the headquarters in Trinidad, November 29–December 4. Two of a series of technical conferences were also held during the year on (1) trade promotion, and (2) education and small-scale farming, which was jointly sponsored with UNESCO. These conferences are a practical means of bringing technicians together both from within and without the area, of exchanging knowledge, and of developing solutions to common problems. As a result of the Trade Promotion Conference, a trade promotion officer will be added to the staff of the Commission, a seminar-workshop will be conducted in trade promotion techniques, and an exhibit of leading nonperishable Caribbean products will be collected and circulated to advertise Caribbean products.

The Commission continued in 1954 to cooperate with other international and governmental organizations in regional training programs, seminars, and technical meetings in the field of education. In cooperation with FAO, the Commission held in Puerto Rico a 3-month training course in agricultural cooperatives for 24 cooperative workers and government cooperative officers from 11 territories of the area. It continued to assist the U.S. Foreign Operations Administration in the selection of approximately 90 students from the French, Netherlands, and British areas of the Caribbean for technical training at the Metropolitan Vocational School in Puerto Rico. Scholarships are granted in the fields of (1) trade and industrial education; (2) agriculture and rural welfare, including vocational agriculture, agricultural extension, home economics, and cooperatives; (3) public administration; (4) labor-management relations; (5) social work; and (6) community education.

The Commission also participated in regional projects concerned with low-cost housing, agriculture, home economics, and insect control. Through the Commission the Foreign Operations Administration assigned six housing technicians to the area for the purpose of participating with local governments in (1) building some model low-cost houses for demonstration, (2) testing local building materials, (3) developing on-the-job training programs, and (4) advising on related local housing problems. Under this program, 96 model houses were built during the year in seven areas; and 2,394 other houses either were built or were being built. These houses, constructed with the aided-self-help technique, cost approximately \$1,201,840 and are valued at \$1,944,320.

An agricultural economist was assigned to the Commission in July by the Food and Agriculture Organization to advise local governments on, and help initiate, agricultural development programs. FAO and the Commission jointly bear the expense of this project.

A Caribbean Agricultural Extension Development Center for 33 participants was held in Jamaica, August 5-14, by FAO in cooperation with the Commission, the Foreign Operations Administration, the Inter-American Institute of Agricultural Sciences, and the Government of Jamaica. The general objectives were to provide an exchange of experience and opinion on problems of agricultural extension work and to formulate procedures for increasing the effectiveness of agricultural extension services in the Caribbean region.

For the second year, FAO made available a home economist who visited 12 areas and assisted these governments in developing home economics programs; advised on school lunch and school garden programs; and helped to arrange local training courses for teachers, extension workers, social welfare workers, and health officers. Demonstrations were given in making a smokeless stove and simple household furniture from secondhand materials.

The Commission rendered a continuous service to governments and businessmen. During the year (a) 214 documentary films were circulated to the governments for free showing; (b) 300 requests for information were received and detailed technical advice supplied on the subjects of agriculture, demography, education, finance, fisheries, forestry, health, housing, industry, labor, markets, shipping, trade, and transportation; (c) supplies of cacao seeds and clonal cacao cuttings, seeds of fodder grasses, forage grasses, and rice were supplied to governments; (d) an animal and plant disease reporting service was maintained in which reports of outbreaks of diseases were immediately telegraphed to all parts of the Caribbean area; and (e) three staff experts were loaned to local governments to advise on particular problems of cacao rehabilitation, adult education, and general economic problems.

### *South Pacific Commission*

As in previous years, the South Pacific Commission in 1954 concentrated its efforts on outstanding economic and social problems of the area, such as health; education; nutrition; mosquito-borne diseases; subsistence economies; the coconut industry; the rice industry; plant collection and introduction; fisheries; pests and other diseases, including control of the rhinoceros beetle; literacy; audiovisual aids; literature promotion; vocational training; community development; pastures and livestock; and cooperatives.

During the period under review the Commission's staff of experts completed several special projects, such as a review of literature on handicrafts and small-scale manufacturers in the Pacific Islands, a field survey of existing secondary industries in selected territories of the Melanesian and Polynesian areas, surveys of native subsistence agriculture in several territories, production of filmstrips and other visual-aids material with Pacific Islands characters and background, field studies in three territories of literacy teaching methods and opportunities, and a population study of the Marind-Anim region of Netherlands New Guinea.

The Commission continued to make available to the territories certain services; including the epidemiological information service, the plant and animal pest and disease reporting service, economic plants through the Naduruloulou Plant Introduction and Quarantine Station, films from the filmstrip library, and a filmstrip appraisal service. The South Pacific Literature Bureau, a Commission project which has been in operation for about 2½ years, continued its publication program, its advisory service on books and booklets suitable for island use, and assistance in the establishment of small libraries. Of particular interest to the French territories in the Pacific was the establishment of the French branch of the Literature Bureau, which will expedite the promotion and distribution of simple, effective literature for peoples in the French territories of the Pacific region.

The Commission at its 13th session, which was held at the headquarters in Nouméa, New Caledonia, October 11–29, 1954, completed plans for the Third South Pacific Conference. The Conference, which is convened triennially for the representatives of the local peoples of the 17 dependent territories within the scope of the Commission, will be held at Suva, Fiji, in April 1956. The other principal auxiliary body of the Commission—the South Pacific Research Council—held its sixth meeting at Nouméa from May 31 to June 10, 1954.

Further progress was made during the year in working relationships with certain of the specialized agencies of the United Nations. The Secretary General in 1954 concluded an agreement with Fao for the services of an Fao expert to make a rice survey of the area, which was completed during the year. Recognizing the benefits to be derived from further cooperation between the Commission and the United Nations and the specialized agencies, the Commission invited the participating governments to consult the appropriate agency of the United Nations with a view to the conclusion of a basic agreement for the provision of collaborative assistance and help to the Commission in discharging appropriate work projects.

Increased emphasis was placed on publications and distribution of technical information in 1954. There was greatly increased distribution to technical officers of the territories of the South Pacific Commission's publications, the *Quarterly Bulletin* and *Pacific Reading*. Twenty-five documents on various health, economic, and social-development matters, designed for use by the technical personnel, were issued in the Technical Paper Series. During the year the Commission's expert study on the Moturiki Community Development Project was published by the Oxford University Press, Melbourne, Australia.

## *Legal Developments*

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The International Court of Justice, which is the principal judicial organ of the United Nations, and the International Law Commission, which reports to the General Assembly, continued in 1954 to constitute the focal points for U.N. activities in the legal field. Under its statute, the Court gives advisory opinions, at the request of other U.N. organs and agencies, on the legal aspects of questions and renders judgments in contentious cases between states. The Commission has more general functions, directed toward the further development of international law, and its reports come annually before the General Assembly. The Assembly at its ninth session also considered a number of other legal questions, two of which, concerning the Continental Shelf and high-seas fisheries, respectively, were placed on the agenda as the result of U.S. initiative.

### INTERNATIONAL COURT OF JUSTICE

The International Court of Justice delivered one advisory opinion during 1954 and received a request from the General Assembly for another. Proceedings in three contentious cases were ended by the Court because of lack of jurisdiction; proceedings in another were ended because of out-of-court settlement of the dispute. One contentious case, the *Nottebohm* case, still remains to be heard by the Court.

#### *Advisory Opinions*

The Court in 1954 had before it the request of the eighth General Assembly for an advisory opinion on the question whether the Assembly had the right on any grounds to refuse to give effect to an award of compensation made by the U.N. Administrative Tribunal in favor of a staff member of the United Nations whose contract of service had been terminated without his assent. In the event that the

Court should answer the question in the affirmative, the Assembly further asked the Court to indicate the principal grounds upon which such a refusal might be based. Fourteen governments, including the United States, submitted written statements to the Court, and the United States was one of the five U.N. members that presented oral statements during the public hearings which were held in June 1954.

In its statement to the Court, the United States argued that the Administrative Tribunal was an organ established by and subsidiary to the General Assembly, and that the responsibility and power of the Assembly must therefore be superior to that of the Administrative Tribunal. It was further pointed out that there was nothing in the Statute of the Administrative Tribunal that could be considered to have diminished the responsibilities and power of the General Assembly or to have prejudiced its rights or power to refuse to give effect to the awards of the Tribunal. The United States statement, therefore, concluded that the General Assembly had the right to refuse to give effect to awards of the Administrative Tribunal.

With respect to the grounds upon which a refusal might be based, the U.S. view was that the General Assembly should make a policy decision, taking account of the relevant factors, based on the charter principle of paramount consideration for maintaining the highest standards of efficiency, competence, and integrity in the Secretariat. It was noted that any one or combination of a series of factors might create a situation in which the Assembly would judge that its charter responsibility called for refusal to give effect to a Tribunal award.

The Court's advisory opinion was delivered on July 13, 1954. In the majority opinion, the Court ruled that the General Assembly had not the right on any grounds to refuse to give effect to an award of compensation made by the U.N. Administrative Tribunal under the circumstances in question. Judges Alvarez, Hackworth, and Carneiro dissented. Judge Winiarski concurred with the majority in a separate opinion. Two judges did not participate, and a third (Sir B. N. Rau) had died before the case came on. Developments at the ninth session of the General Assembly relating to the opinion are discussed in Part V.

As noted in Part III, the General Assembly at its ninth session requested an advisory opinion that related to an earlier advisory opinion delivered by the Court on July 11, 1950, concerning the international status of South-West Africa. In its 1950 advisory opinion, the Court, in response to the questions put to it by the General Assembly, expressed the view that the Union of South Africa continued to have the international obligations with respect to the territory of South-West Africa that it had assumed under the League of Nations, and that supervisory functions were to be exercised by the United

Nations, to which the annual reports as well as petitions from the inhabitants of the territory were to be submitted. The Court concluded that the supervisory functions previously exercised by the League of Nations with regard to the administration of the territory could legally be exercised by the General Assembly. The Court further noted that the degree of supervision to be exercised by the General Assembly should not "exceed that which applied under the Mandates System, and should conform as far as possible to the procedure followed in this respect by the Council of the League of Nations."

The Court has now been asked to express its view on the correctness of the interpretation of the 1950 opinion as embodied in a special rule on voting procedure adopted by the ninth General Assembly. Under this rule, Assembly decisions on questions relating to reports and petitions concerning South-West Africa are to be regarded as important questions within the meaning of article 18, paragraph 2, of the U.N. Charter, and thus to be taken by a two-thirds vote. The Assembly has further requested the Court to indicate the voting procedure that should be followed in the event that it should conclude that the 1950 opinion has been incorrectly interpreted.

### *Contentious Cases*

Proceedings on the merits of the *Nottebohm* case have been resumed as a result of the Court's rejection, in its judgment of November 18, 1953, of the preliminary objection to its jurisdiction that had been raised by Guatemala. Guatemala's counter memorial and Liechtenstein's reply were filed in 1954; and in its most recent order in the case the Court extended for one month, until November 2, 1954, the time limit for the filing of Guatemala's rejoinder, the final pleading of the written proceedings.

Proceedings in this case were instituted by Liechtenstein on December 17, 1951. The case concerns claims arising out of the alleged injury done to Mr. Nottebohm, a national of Liechtenstein, by the Government of Guatemala in detaining, interning, and expelling Nottebohm, and in sequestrating and confiscating his property.

On June 15, 1954, the Court delivered its judgment on the "Preliminary Question" which had been raised by the Italian Government in the case of the *Monetary Gold Removed from Rome in 1943*. In its application instituting proceedings in the case, Italy had, in its first submission, requested the Court to adjudge and declare that France, the United Kingdom, and the United States should deliver to Italy any share of the monetary gold that might be due to Albania under

part III of the Paris Reparation Agreement of January 14, 1946, in partial satisfaction for the damage caused to Italy by the Albanian law of January 13, 1945. Italy had also, in a second submission, asked the Court to declare that Italy's right to the gold should have priority over the United Kingdom claim to receive the gold in partial satisfaction of the Court's judgment in the *Corfu Channel* case. In its "Preliminary Question," the Italian Government, noting that Albania was not a party to the case, requested the Court to rule that it lacked jurisdiction to deal with the merits of the Italian claim to the gold, because rights and obligations of Albania were involved and Albania was not before the Court.

Written statements on the "Preliminary Question" were submitted by Italy, France, the United Kingdom, and the United States. Oral statements were delivered by representatives of all the parties except the United States.

In its judgment, the Court unanimously found that, in the absence of the consent of Albania, it was without jurisdiction to adjudicate upon the first Italian submission. The Court further found, by 13 votes to 1, that neither could it adjudicate upon the second Italian submission.

On March 3, 1954, the United States filed two applications on the *Treatment in Hungary of Aircraft and Crew of United States of America*, instituting separate proceedings against the Union of Soviet Socialist Republics and the Hungarian People's Republic. The two cases arose out of the forcing down and seizure in Hungary on November 19, 1951, of a U.S. Air Force C-47 type aircraft carrying a crew of four, and the subsequent detention and trial of the crew. The applications noted that although neither of the defendant Governments had submitted to the jurisdiction of the Court, it was possible for them to take steps to submit to the Court's jurisdiction after the applications had been communicated to them.

The applications were communicated by the Court Registry to the U.S.S.R. and Hungary on March 3, 1954.

By a letter dated April 30, 1954, the Court Registry was notified that the Soviet Union regarded as "unacceptable the proposal of the Government of the United States of America that the International Court of Justice should examine the case concerning the American aircraft which violated the State frontier of the Hungarian People's Republic."

By letter dated June 14, 1954, the Court Registry was notified that "... the Government of the Hungarian People's Republic is unable to submit in this case to the jurisdiction of the International Court of Justice."

On July 12, 1954, the Court, finding that there had been no acceptance of its jurisdiction in the cases by the Soviet Union or by Hungary, ordered that both cases be removed from the list.

The Court Registry was notified in July 1954 of the settlement of the *Société Electricité de Beyrouth* case by the parties and of France's intention not to continue the proceedings. These proceedings had been instituted in August 1953 by France against Lebanon and concerned certain concessions granted by Lebanon to the *Société Electricité de Beyrouth*. On July 29, 1954, the Court ordered that the case be removed from the list.

## REPORT OF THE INTERNATIONAL LAW COMMISSION

At its sixth session, June 3–July 28, 1954, the International Law Commission completed its study of the question of future statelessness and approved the texts of two draft conventions, one on the elimination of future statelessness and the other on the reduction of future statelessness. These two drafts were submitted to the General Assembly, with the intention that the Assembly should consider the question of which draft convention should be given preference. The Commission also continued its study of present statelessness, and adopted a set of articles that it characterized as suggestions to be taken into account by governments when attempting a solution of the problem.

In 1951, at its third session, the Commission, in response to a resolution of the second General Assembly (1947), had adopted a draft Code of Offenses Against the Peace and Security of Mankind, which had been submitted to the General Assembly. The Assembly, however, had decided not to take up this draft on the understanding that the matter would continue to be considered by the International Law Commission. At its sixth session, therefore, the Commission again considered the draft code, and included a revised draft in its report to the ninth General Assembly.

Continuing its study of the subject "Regime of the Territorial Seas," the Commission also adopted at its sixth session a set of provisional articles on the territorial seas, which have been submitted to governments for their comments.

### *General Assembly Consideration*

The General Assembly at its ninth session requested the Secretary-General to communicate the two draft conventions on future state-

lessness to governments and, in the event that at least 20 states express willingness to cooperate in an international conference for the conclusion of a convention, to take measures for the convening of a conference.

The Assembly's Legal Committee considered the draft Code of Offenses Against the Peace and Security of Mankind after it had adopted a resolution providing for the establishment of a special committee on the question of defining aggression. In view of the close relationship of the two subjects, it was decided to postpone consideration of the draft code until the Special Committee on Defining Aggression had submitted its report. Explaining his vote on this draft resolution, the U.S. representative in the Legal Committee, Charles H. Mahoney, expressed the view of the United States that the project for a code of crimes under international law in today's world is impractical and inappropriate, and he concluded that the project of the draft code should not go forward. He interpreted the resolution adopted by the committee, and subsequently in plenary, as containing no commitment that the General Assembly will take up the draft code again at a specified time.

## GENERAL ASSEMBLY ACTIONS

### *Continental Shelf and Fisheries*

The many unsettled problems relating to the high seas and territorial waters have been giving rise to an increasing number of disputes among states, and it has been the U.S. view that these problems require early consideration in an international forum where the possibilities of arriving at some agreed solutions among the interested nations might be explored. Consequently, the United States took the initiative, along with several other interested governments, in proposing for the agenda of the ninth General Assembly two separate items, one entitled "Draft Articles on the Continental Shelf" and the other "Economic Development of Fisheries and Question of Fishery Conservation and Regulation."

The item on the Continental Shelf was proposed in order to secure a modification by the Assembly of its decision at its eighth session to postpone for an indefinite period Assembly consideration of all questions relating to the high seas or territorial waters. The International Law Commission in 1953 had submitted to the Assembly draft articles on the Continental Shelf and three draft articles on the international regulation of fisheries. The Assembly, however, had decided

"not to deal with any aspect of the regime of the high seas or of the regime of territorial waters until all the problems involved have been studied by the International Law Commission and reported by it to the General Assembly."

The U.S. delegate, Charles H. Mahoney, during the 1954 debate on this item in the Legal Committee, urged the Assembly to decide to begin at its 10th session its study of high-seas problems; and he pointed out that the draft articles on the Continental Shelf that had been completed by the International Law Commission would provide a good starting point for the Assembly's exploration of the problem. However, there was strong opposition in the committee to separate consideration of the Continental Shelf problem before the Assembly had before it and was prepared to take up the recommendations of the International Law Commission on all of the problems relating to the high seas and territorial waters. This opposition was based on the fear that decisions that the Assembly might take with respect to the Continental Shelf would prejudice consideration of and decisions with respect to the other related problems. After negotiation among the representatives of the opposing points of view, the committee agreed upon a resolution which was finally adopted in plenary by a vote of 32 (U.S.) to 0 with 9 abstentions. Under this resolution, the Assembly requested the International Law Commission to complete its work on the regime of the high seas, the regime of territorial waters, and all related problems in time for the Assembly to consider them as a whole at its 11th session. The Assembly further decided to include the final report of the Commission on these topics in the provisional agenda for its 11th session.

It was the U.S. purpose in proposing the fisheries item to emphasize the technical aspects of conservation and regulation of high-seas fisheries. At the root of many of the problems relating to the high seas are the competing national interests of coastal and fishing nations in the fish resources of the sea. The U.S. view, as expressed during the debate in the Legal Committee by James P. Nash, has been that progress in solving fishery questions would facilitate progress in solving some of the other related questions. Essential to satisfactory solutions of these fishery questions, wherein the legitimate interests of all nations would be taken into account, is an understanding of the technical and administrative aspects of international conservation and regulation of fisheries and the operation of international research and conservation bodies. The United States therefore joined in cosponsoring a resolution providing for the convening of an expert conference. This proposal, in slightly amended form, was adopted by the Assembly by a vote of 38 (U.S.) to 5 with 4 abstentions. Under this resolution the U.N. Secretary-General has been requested to convene an

international technical conference at the headquarters of the Food and Agriculture Organization in Rome on April 18, 1955, to study and make technical recommendations on the problem of the international conservation of the living resources of the sea.

### *International Criminal Jurisdiction*

The ninth General Assembly had before it the report of a special committee of 17 member states established by the Assembly at its 1952 session to consider the question of establishing an international criminal court, and to reexamine a draft statute for this purpose that had been prepared by an earlier special committee. Prior to its consideration of the special committee's report, the Assembly's Legal Committee adopted resolutions establishing a Special Committee on Defining Aggression and postponing consideration of the draft Code of Offenses Against the Peace and Security of Mankind. Noting the connection between the questions of defining aggression, the draft code, and an international criminal court, the committee therefore approved a resolution, which was subsequently adopted in plenary, postponing "consideration of the question of an international criminal jurisdiction until the General Assembly has taken up the report of the said special committee on the question of defining aggression and has taken up again the draft code of offenses against the peace and security of mankind."

### *Definition of Aggression*

During the ninth Assembly session the question of defining aggression was debated for almost 4 weeks in the Legal Committee. In 1952, at its seventh session, the General Assembly had established a special 15-member committee to study problems relating to a definition of aggression, and to submit to the Assembly at its ninth session draft definitions of aggression or draft statements on the notion of aggression. This special committee met for 4 weeks during 1953 but was unable to agree upon a definition of aggression. Similarly, at the 1954 session of the Assembly, although several proposals for a definition were introduced, no agreement was reached upon a single definition.

The U.S. position on the question was stated by Charles H. Mahoney during the debate in the Legal Committee. He pointed out the dangers that could result from an incomplete or unbalanced formula and argued that no constructive purpose would be served at this time by the preparation of a formula to define aggression. Mr. Mahoney affirmed the continuing adherence of the United States to the view taken by the drafters of the charter at San Francisco that the term "aggres-

sion" should remain undefined, it thus being left up to the appropriate U.N. organ to decide upon acts of aggression as each case arose. He referred to the thorough discussion of this question at San Francisco, in the International Law Commission, at past sessions of the General Assembly, and in the special committee, and suggested that the Assembly should finally decide that the problem had been explored to the limits of usefulness.

After the long debate, when it had become obvious that agreement could not be reached on any single definition, the committee approved a resolution, proposed jointly by Lebanon, Syria, and Yemen, establishing a 19-member special committee to submit to the 11th session of the General Assembly a detailed report followed by a draft definition of aggression. The United States voted against this resolution, which was adopted in plenary by a vote of 43 to 3 with 11 abstentions.

## *Budgetary, Financial, and Administrative Matters*

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Efforts during 1954 to increase the efficiency of U.N. operations were reflected in a decrease of some \$1.6 million in the organization's total assessment budget for 1955. The U.S. percentage share of this budget remains the same as in 1954—33.33 percent. There were also during the year a number of constructive developments affecting the administration and structure of the Secretariat. In particular, a plan for the reorganization of the Secretariat was approved by the ninth General Assembly, to become effective at the beginning of 1955. In connection with the question of the indemnities awarded in 1953 by the U.N. Administrative Tribunal to 11 former Secretariat employees of U.S. nationality, the General Assembly at its ninth session provided for the payment of indemnities from nonappropriated funds and accepted the principle of judicial review of the Tribunal's decisions. Further progress was made in the implementation of Executive Orders 10422 and 10459, under which the United States makes available to the administrative heads of the United Nations and the specialized agencies advisory determinations with respect to the loyalty of employees or prospective employees who are U.S. citizens.

### BUDGETS

Total assessments for 1955 in the amount of approximately \$76,950,000 were authorized during 1954 by the U.N. General Assembly and the representative assemblies of the eight specialized agencies financed from annual member contributions. This is approximately the same figure as for 1954. While there was a decrease in U.N. total assessments from \$41,300,000 for 1954 to \$39,640,000 for 1955, there were increases in total assessments in a number of the specialized agencies, including an increase in the World Health Organization

(WHO) from \$8,963,000 to \$10,049,360, and in the International Labor Organization (ILO) from \$6,556,887 to \$6,990,913. These increases in WHO and ILO resulted in part from certain administrative items (including the expanded use of the Spanish language in WHO) and in part from increases in field activities in response to requests of governments. In the case of WHO, the increase in total assessments to \$10,049,360 for 1955 results in an assessment on the United States (at 33.33 percent) of \$3,349,790, which is \$349,790 more than the existing \$3,000,000 statutory limitation on appropriations to pay annual contributions of the United States to WHO. Legislation to amend this limitation will be required if the United States is to be in a position to pay in full its assessment for 1955.

The reduction of the total assessment budget of the United Nations itself for 1955 amounts to \$1,660,000. This reduction is due primarily to concerted efforts to increase the efficiency of the organization and to effect all possible economies. The estimates that the Secretary-General submitted in May called for a net budget of \$40,048,200. Prior to the ninth General Assembly, however, these estimates were reviewed in detail by the Advisory Committee on Administrative and Budgetary Questions—a group of nine experts appointed by the Assembly. The Advisory Committee recommended economies throughout the budget amounting to about \$420,000. After certain adjustments on account of substantive actions by the Assembly, prior years' credits, and the revision of the estimates for 1955, the total assessment figure for that year was \$39,640,000. This was approved by the General Assembly in plenary session by a vote of 55 to 5 (Soviet bloc).

In addition to the regular programs of the United Nations and the specialized agencies, which are financed through assessments, there are several special operating programs financed by voluntary contributions. These include (1) the United Nations Expanded Program of Technical Assistance, (2) the United Nations Relief and Works Agency for Palestine Refugees in the Near East, (3) the United Nations Korean Reconstruction Agency, (4) the United Nations Children's Fund, and (5) the United Nations Refugee Fund. The Expanded Program of Technical Assistance has been operating at a level of between \$20,000,000 and \$25,000,000 annually. Requirements for U.N. relief activities for Palestine refugees for fiscal year 1955 amount to approximately \$25,100,000. Additional expenditures will be made from reintegration funds as projects are carried out. The General Assembly authorized continuation of the Korean Reconstruction Agency for fiscal year 1955. The agency will have available for obligation an estimated \$48,000,000. The Children's Fund continued its program in 1954, with total allocations of approximately \$17,000,000, and its 1955 program is expected to be about the same size.

The United Nations Refugee Fund was established by action of the ninth General Assembly. Total requirements of this fund over the next 4 years amount to \$16,000,000, of which \$4,200,000 would be for the first year of operation.

The United Nations Negotiating Committee for Extra-Budgetary Funds has primary responsibility for negotiating with representatives of U.N. member governments and nonmember governments the amounts each may be able to contribute to the respective programs.

In addition, the countries whose airlines use the Atlantic crossing continued in 1954 to contribute to the Joint Support Program of the International Civil Aviation Organization. This program provides for the maintenance and operation of certain air-navigation facilities in the territory of countries unable financially to support these facilities entirely at their own expense.

## ASSESSMENTS

The percentage assessments of the United States for the regular expenditure budgets of the United Nations and the larger specialized agencies financed by annual member contributions for calendar years 1954 and 1955 are as follows:

	1954	1955
	Percent	Percent
United Nations . . . . .	33.33	33.33
Food and Agriculture Organization . . . . .	30.00	30.00
International Civil Aviation Organization . . . . .	29.71	32.60
International Labor Organization . . . . .	25.00	25.00
U.N. Educational, Scientific and Cultural Organization . . . . .	33.33	30.00
World Health Organization . . . . .	33.33	33.33

A number of member states in 1954 continued to press for a 33.33 percent assessment rate for the United States in all the major specialized agencies. This pressure was particularly strong, because the U.S. assessment in the United Nations itself for 1954 had finally been reduced to the 33.33 percent level. However, the United States has never accepted the thesis that rates of assessments need to be the same in all these agencies, and although the U.S. assessment in the International Civil Aviation Organization (ICAO) was increased to 32.60 percent for 1955, the United States was able to obtain a decrease in its assessment in the United Nations Educational, Scientific and Cultural Organization (UNESCO) from 33.33 percent to 30 percent as a result of the fact that UNESCO membership was increased by the accession of the three Soviet states. In the case of ICAO, the increase in the U.S. share resulted from the desire of a large number of member states

to adjust the entire scale of assessments of ICAO so as to give more weight to the two factors of "relative capacity to pay" and "interest and importance in civil aviation." The percentage shares in ICAO of several other leading countries in the civil aviation field, besides the United States, were increased at the same time.

In the U.N. scale of assessments for 1955, adopted by the ninth General Assembly, the U.S. share remained at the 1954 level of 33.33 percent. The shares of the three Soviet states, taken together, increased from 16.53 percent to 17.61 percent. There were also minor adjustments, both upward and downward, for a number of other U.N. member states.

## SECRETARIATS

### *Administrative Tribunal Awards*

The General Assembly had again before it in 1954 the question of the indemnities awarded in 1953 by the U.N. Administrative Tribunal to 11 employees of U.S. nationality whom the Secretary-General had separated from the Secretariat.

### BACKGROUND

In 1952 and early 1953, the Secretary-General, acting in the interest of the United Nations, had separated 21 employees of U.S. nationality, 17 of whom, when questioned by official U.S. investigating bodies, invoked the privilege against self-incrimination and refused to answer questions concerning their suspected connection with subversive (Communist) activities. All 21 employees appealed against this action to the U.N. Administrative Tribunal, a body set up by the General Assembly to hear appeals of staff members alleging noncompliance with their terms of employment. The Administrative Tribunal upheld the legality of the Secretary-General's action in the cases of 10 employees (9 with temporary contracts and 1 with a permanent contract), but held that in the cases of the other 11 (10 with permanent contracts and 1 with a temporary contract) the Secretary-General had not acted in accordance with staff regulations. The Secretary-General exercised his option to refuse to reinstate any of the 11 employees, and the Tribunal therefore awarded indemnities amounting to nearly \$180,000.

The General Assembly at its 1953 session considered the issues presented by these awards. It amended the staff regulations so as to state

more specifically the high standards of conduct and integrity that must apply to staff members, and to elaborate in more adequate detail the Secretary-General's power to terminate when in his opinion these standards are not being met. It also amended the Statute of the Tribunal to restrict the amount of future awards. It decided, however, to postpone action on payment of the 1953 awards until it had before it the advisory opinion it was requesting of the International Court of Justice on the Assembly's legal rights in the matter. The United States had vigorously opposed in the Assembly payment of these awards and had adduced extensive arguments to show that the Secretary-General was within his legal rights to take the action he had taken and that the amounts awarded were patently excessive and unreasonable on any premise. However, a majority of the membership were not certain that the General Assembly had the legal right to refuse to give effect to the awards.

#### NINTH GENERAL ASSEMBLY ACTION

The 1954 session of the General Assembly had before it the Court's advisory opinion that as the Statute of the Tribunal was drawn, the Assembly had reserved no right on any grounds to refuse to give effect to the awards of the Tribunal. (See Part IV for a further discussion of this opinion.) The United States had presented to the Court its view that the Assembly had full legal right, as when the Tribunal exceeded its power or perpetrated a gross miscarriage of justice, to refuse to give effect to the Tribunal's awards, and at the ninth Assembly session Senators J. William Fulbright and H. Alexander Smith, representing the United States, expressed continued strong disagreement with the majority opinion of the Court and with the awards themselves. Nevertheless, they said, the United States would adhere to its traditional policy of respect for the authority and competence of the International Court of Justice.

The U.S. delegation, to carry out a major point expressed in House Concurrent Resolution 262 and its legislative history, made particular and successful efforts to insure that the awards would be financed from sources of income other than "funds heretofore or hereafter appropriated by the United States Congress." Moreover, the delegation made every effort to assure that in the future the Administrative Tribunal's judgments would not be final, but subject to review. After a long and difficult discussion, the delegation gained the Assembly's acceptance of the principle of judicial review of the Tribunal's decisions.

A resolution embodying the principle of judicial review and establishing a special fund to pay Tribunal awards (present and future), to be financed from the staff assessments scheme (the internal tax that

U.N. employees pay in lieu of national taxes), was adopted by the General Assembly in plenary by a vote of 52 to 5 (Soviet bloc). Action to establish review procedure was left for the 10th Assembly following a thorough study of the matter by a special committee with representatives from 18 states, including the United States.

### *Improvement of Personnel Standards*

The year 1954 was generally one of progress in achieving the aims of Executive Orders 10422 and 10459, designed to insure that U.S. citizens of doubtful loyalty are not employed in international organizations.

A total of 5,633 investigations, undertaken pursuant to Executive Order 10422, have been completed. The International Organizations Employees Loyalty Board, which, under the provisions of Executive Order 10459, is responsible for the evaluation of the results of these investigations, has made advisory determinations in 5,340 of these cases. These advisory determinations were, in turn, transmitted to the executive heads of the appropriate international organizations by the Department of State. These figures include both U.S. applicants for positions with international organizations and U.S. nationals employed by these organizations at the time Executive Order 10422 was promulgated on January 9, 1953. No problems have arisen with respect to the application of the provisions of the Executive orders to applicants for employment.

With respect to employees, the only unusual situation arose in the United Nations Educational, Scientific and Cultural Organization (UNESCO), where the Director General held that he lacked the power to dismiss those UNESCO employees of U.S. citizenship on whom the United States had submitted adverse loyalty findings. At the same time, however, he agreed that the conduct of the seven persons involved was such that it was in the interest of the Organization to discontinue their employment. Consequently, he notified four whose contracts were to expire at the end of the year, or shortly thereafter, that their contracts would not be renewed. With regard to the remaining three, he considered that dismissal action prior to approval by the General Conference of his requested amendments to the staff regulations would be likely to be reversed by the Administrative Tribunal, to which staff members can appeal.

While the United States publicly disagreed with the Director General's restrictive interpretation of his powers, it did join with the majority at the eighth session of the General Conference of UNESCO at Montevideo in supporting amendments to the staff regulations

designed to bring them into line with U.N. regulations and to clarify the powers of the Director General so as to insure and protect a broader interpretation of his powers.

As a result of this Conference action, the Director General suspended three persons and placed the four whose contracts he refused to renew on special leave until their contracts expired. Action to terminate the three suspended persons is being instituted in accordance with the procedures established by the Conference.

### *Tax Equalization*

The ninth General Assembly had before it a new proposal directed toward the problem of equalizing the take-home pay of the various nationals serving on the Secretariat in the face of differing national income-tax practices and rates. This problem has been of concern to the Assembly since its first session. In 1946 the Assembly approved a Convention on Privileges and Immunities which provides in section 18 (b) of article V that "officials of the United Nations shall be exempt from taxation of the salaries and emoluments paid to them by the United Nations." All but 17 member states have since acceded to this convention, the United States being one of those that has not yet acceded. Moreover, the practical effect of the operation of the tax laws of these 17 countries is such that, among Secretariat personnel, only U.S. citizens located at Headquarters in New York remain subject to national income taxes.

### BACKGROUND

To meet the objection of the United States and others to the creation of a tax-privileged group of citizens, the General Assembly in 1948 adopted a staff assessment plan. This plan provided a graduated assessment on the compensation employees received from the United Nations at rates roughly equivalent to Canadian wartime income taxes. Proceeds from this plan go into the general funds of the United Nations and serve to reduce the assessments levied on member states. In order to avoid subjecting its employees to what would in effect be double taxation and at the same time to afford all member states adequate time to grant to their citizens on the Secretariat some form of relief from national taxes in consideration of this payment of the U.N. assessment, the United Nations has annually voted to reimburse employees for any national income taxes paid on U.N. income. The total so reimbursed up to and including 1953 amounts to nearly \$9 million, almost all of which has gone to U.S. tax collect-

ing authorities, primarily the U.S. Treasury and the State of New York.

During this time the majority of members, recognizing the relatively heavy share of U.N. expenses borne by the United States, have not been disposed to make a serious issue of the inequity produced among the membership by the U.S. failure to grant any form of national tax relief in respect of the wages received by its citizens serving on the U.N. Secretariat.

Now that the U.S. rate of contribution to the regular budget has been reduced to the ceiling of 33.33 percent, however, it is the view of the majority of the membership that the matter of establishing equality of salary and tax treatment among staff members should be resolved in a way that does not result in inequity among member states. As a consequence, the Secretary-General was asked by the eighth session of the General Assembly to study the problem further and submit to the ninth session a report directed toward a solution.

#### ACTION OF THE NINTH GENERAL ASSEMBLY

The Secretary-General's report to the ninth session of the Assembly proposed that the proceeds from the staff assessment plan should no longer be treated as miscellaneous income used to reduce assessments against member states but, instead, should be used to set up a Tax Equalization Fund. In this fund, accounts would be set up for each member state to which would be credited income from staff assessments in accordance with the contribution scale approved by the General Assembly for the regular budget of that year. The share of any member state in the fund would be used in the first instance to provide for double-taxation relief in the form of reimbursement of national income taxes levied by that member state on members of the staff of the United Nations.

Since the effect of this plan would be to shift the cost of obtaining tax equalization from the total membership to those members who continue to assess national taxes, the U.S. delegation urged in the Assembly's Fifth Committee that action on the plan be postponed one more year to allow the U.S. Government further opportunity to explore means of reaching a more satisfactory solution of the tax relationships between the United Nations and the United States. In recognition of the equity of the claim of other governments that they should not be required to pay part of the cost of reimbursing taxes to U.S. nationals on the Secretariat, the U.S. delegation agreed that if a more satisfactory solution could not be found within the year, the United States would not oppose a decision by the 10th session of the Assembly that any governments that had not adhered to the Conven-

tion on Privileges and Immunities or granted tax relief in some other form should from January 1, 1956, cease to receive any of the proceeds of the staff assessment plan. This undertaking was given on the understanding that as of that date all reimbursement of national income taxes by the United Nations should cease. Equality for U.N. staff members would, under this proposal, be provided by offsetting the payment of national income tax against the amounts withheld from employees' salaries by the United Nations under the staff assessment plan.

The Fifth Committee agreed to recommend that further consideration of this question be postponed until the Assembly's 10th session, and this decision was confirmed in plenary on December 17 by a vote of 46 to 5 (Soviet bloc) with 1 abstention.

### *Reorganization of the U.N. Secretariat*

The Secretary-General in 1954 undertook a thorough review of the Headquarters establishment. The review had as its primary aim a reassessment, in consultation with the other organizations concerned, of the role that the Secretariat could most constructively play in furthering the objectives of the charter and, in this context, a reappraisal of the nature and scope of the activities it could most usefully undertake. This review was premised on three major assumptions: (a) dispersion of effort and resources over a miscellany of projects must be avoided if the Secretariat's contribution to United Nations purposes is to have maximum effectiveness; (b) for a body such as the Secretariat, with its necessarily centralized structure, there is an optimum size that is desirable if it is to be efficient and effective in the dynamic development of the activities of the organization; and (c) the Secretariat must have the capacity to adjust quickly to new demands and unforeseen developments.

As the result of this survey, the Secretary-General recommended and the Economic and Social Council approved certain measures, including the elimination of certain activities, in order to achieve greater concentration of efforts in the economic and social field.

The Secretary-General also reported to the ninth session of the General Assembly certain recommendations emanating from the survey with regard to the organizational structure of the Headquarters Secretariat. These included (1) the consolidation of two major departments, (2) the establishment of certain staff-level officers in lieu of two other major departments, (3) the transfer of the substantive work on narcotic drugs and transport and communications to the U.N. European regional office at Geneva, (4) the consolidation of the two top supervisory levels (Assistant Secretary-General and Prin-

cial Director) into one level, (5) the reduction of top-level gross base salaries from \$23,000 to \$18,000, but the retention of an all-inclusive representation allowance ranging from \$3,500 to \$9,500.

The Secretary-General informed the Assembly that he anticipated that his proposals, if and when given full effect, would result in a reduction of 284 in the number of posts at Headquarters, at an approximate saving of \$2 million gross.

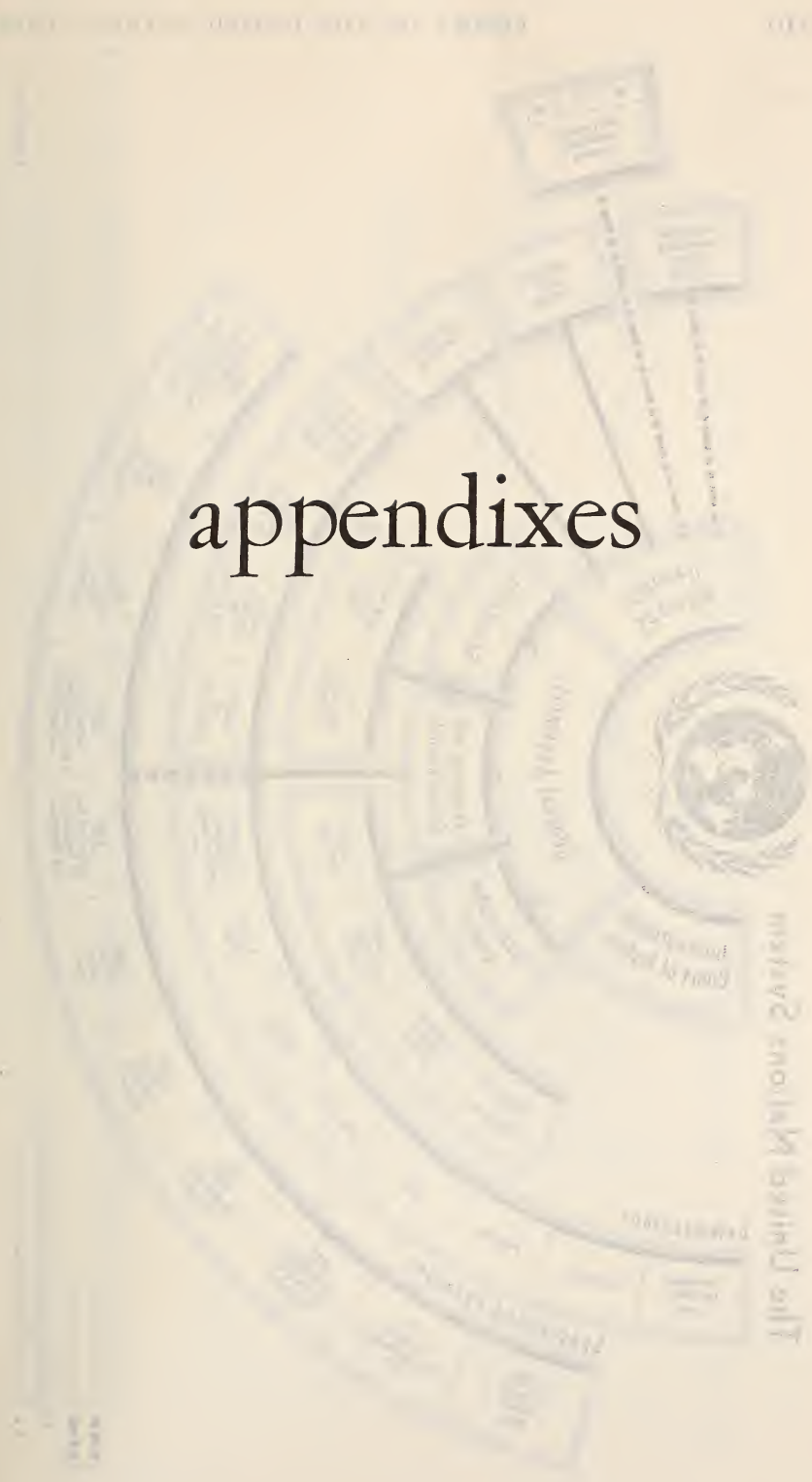
After prolonged debate in its Fifth Committee, during which many delegations expressed certain reservations concerning detail, the General Assembly gave general approval to the reorganization measures proposed by the Secretary-General, subject to account being taken of the Fifth Committee discussions. The Assembly's one major alteration in the proposal of the Secretary-General related to the representation allowance paid to the new top-level rank of Under Secretary. The U.S. delegation took the lead in seeking to reduce this allowance to a range of from \$1,000 to \$3,500. This proposal was accompanied by a concurrent suggestion that the funds for vouchered hospitality expenses be increased from \$20,000 to \$40,000.

The result of this proposal and the ensuing debate was that the allowance payable to each official of Under Secretary rank was fixed at \$3,500, but the Secretary-General was authorized, on the basis of appropriate justification, to make additional payments to Under Secretaries and officials of equivalent rank at Headquarters to compensate for such special costs as might be reasonably incurred, in the interest of the organization, in the performance of duties assigned to them by the Secretary-General. The maximum total amount of such payment is to be determined in the annual budget by the General Assembly. For 1955, a ceiling of \$50,000 was approved.

The Secretary-General plans in 1955 to extend his organization survey to the field establishments of the United Nations and to the operation of such voluntary programs as U.N. technical assistance and the Children's Fund.



# appendixes





# *Unified Command Emergency Relief Program for Korea as of December 31, 1954*

[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
PART A. MEMBER AND NONMEMBER STATES					
(1) <i>Offers made direct to Emergency Program</i>					
Australia . . . . .	Nov. 28, 1950	Penicillin crystalline . . . . .			
	Dec. 14, 1950	Distilled water . . . . .			
		Laundry soap, 116,000 lb . . . . .			
		Procaine penicillin . . . . .	\$413, 314	\$413, 314	Arrived in Korea.
Belgium . . . . .	Jan. 8, 1951	Barley, 2,000 long tons . . . . .			Do.
	Jan. 31, 1951	Sugar, 400 metric tons . . . . .	60, 000	60, 000	
	Nov. 7, 1950	Cruzeiros, 50 million . . . . .	2, 702, 703	2, 702, 703	Pending legislation.
	Sept. 22, 1950	Salted fish, 1,400 kg . . . . .	389		Arrived in Korea.
Brazil . . . . .	May 11, 1951	Rice, 5.2 metric tons . . . . .	583		Do.
	June 14, 1951	Rice, 100 sacks . . . . .	1, 457		Do.
	Feb. 25, 1952	Rice, dried fish, and lumber . . . . .	25, 000	27, 429	Confirmation of arrival in Korea not yet received from Unified Command.
	Nov. 8, 1952				Arrived in Korea.
Canada . . . . .	Nov. 5, 1953	Codfish, 1,000 tons . . . . .	305, 953		
	Feb. 18, 1954	Codfish, 1,500 tons . . . . .	458, 903	764, 856	Do.

*Unified Command Emergency Relief Program for Korea as of December 31, 1954—Continued*

[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
PART A. MEMBER AND NONMEMBER STATES—continued					
China . . . . .	Oct. 4, 1950	Coal, 9,900 metric tons . . .	\$613, 630	. . . . .	{ Shipped direct to Korea by Government of China.
		Rice, 1,000 metric tons . . .			
		Salt, 3,000 metric tons . . .			
		DDT, 20 metric tons . . .			
Cuba . . . . .	July 17, 1951	Medical supplies . . . . .	21, 152	\$634, 782	Arrived in Korea.
	Oct. 2, 1950	Sugar, 2,000 metric tons . . .	270, 962	270, 962	Do.
		Alcohol, 10,000 gal . . . . .	142, 964	. . . . .	Do.
Denmark . . . . .	July 5, 1950	Medical supplies . . . . .	95, 047	238, 011	Do.
	Sept. 26, 1950	Sugar, 500 metric tons . . .	99, 441	99, 441	Do.
Ecuador . . . . .	Oct. 13, 1950	Rice, 500 metric tons . . . .	74, 286	74, 286	Do.
	Oct. 9, 1950	Medical supplies . . . . .	47, 619	47, 619	Do.
France . . . . .	Dec. 29, 1950	Medical supplies . . . . .	31, 167	. . . . .	Do.
Germany . . . . .	Nov. 25, 1952	Medical supplies . . . . .	1, 333	. . . . .	Do.
Greece . . . . .	Oct. 20, 1950	Soap, 113 metric tons . . . .	84, 586	. . . . .	Do.
	Nov. 30, 1950	Notebooks and pencils, 25,000 each.	36, 133	153, 219	Do.
	Dec. 27, 1950	Medical supplies . . . . .	2, 000	2, 000	Awaiting shipment—tentative value.
	Apr. 15, 1952	Salt, 10,000 tons . . . . .	45, 400	45, 400	Arrived in Korea.
Haiti . . . . .	May 4, 1953	Machined sisal, 42 bales . . .	167, 696	. . . . .	Do.
			3, 384	171, 080	Do.
Iceland . . . . .	Sept. 14, 1950	Cod liver oil, 125 metric tons.			
India . . . . .	Oct. 4, 1950	Jute bags, 400,000 . . . . .			
	Oct. 11, 1950	Medical supplies . . . . .			

Iran . . . . .	Jan. 13, 1953	Fuel, 1,000 tons. . . . .	. . . . .	63, 000	. . . . .	Offer declined by United Com- mand owing to transporta- tion difficulties.
Israel . . . . .	Aug. 22, 1950	Medical supplies . . . . .	63, 000	63, 000	Arrived in Korea.	
Japan . . . . .	Jan. 8, 1953	Medical supplies . . . . .	25, 000	25, 000	Do.	
		Cloth and underwear . . . . .	25, 000	50, 000	Do.	
Liberia . . . . .	July 17, 1950	Natural rubber . . . . .	10, 000	10, 000	Do.	
Mexico <sup>1</sup> . . . . .	Sept. 30, 1950	Pulses and rice . . . . .	346, 821	346, 821	Do.	
		Medical supplies . . . . .	55, 318	55, 318	Do.	
New Zealand . . . . .	Oct. 6, 1950	Dried peas, 492 long tons . . . . .	69, 084	69, 084	Do.	
	Nov. 20, 1950	Milk powder, 150 metric tons . . . . .	45, 230	45, 230	Do.	
	Nov. 20, 1950	Soap, 200 metric tons . . . . .	38, 532 <sup>2</sup>	38, 532 <sup>2</sup>	Do.	
	Mar. 14, 1951	Vitamin capsules . . . . .	69, 750	69, 750	Do.	
	May 26, 1952	Soap and vitamin capsules . . . . .		277, 914		
Nicaragua . . . . .	Nov. 16, 1950	Rice, 1,000 quintals . . . . .			{ Offer declined by United Com- mand owing to transporta- tion difficulties.	
	Dec. 16, 1950	Rice, 2,000 quintals . . . . .				
Norway . . . . .	Feb. 13, 1951	Alcohol, 5,000 qt . . . . .	21, 091	21, 091	Arrived in Korea.	
		Soap, 56,126 kg . . . . .	10, 210	10, 210	Do.	
		Vitamins, 24,850 bottles . . . . .	43, 376	74, 677	Do.	
		Ether . . . . .			Do.	
Pakistan . . . . .	Aug. 29, 1950	Wheat, 5,000 metric tons . . . . .	378, 285	378, 285	Do.	
Peru . . . . .	Nov. 21, 1950	Clothing: cotton and wool; and cloth.	58, 723	58, 723	Do.	
Philippines . . . . .	July 7, 1950	Soap, 50,000 cakes . . . . .	5, 500	5, 500	Do.	
	Sept. 7, 1950	Vaccine . . . . .	50, 050	50, 050	Do.	
	Sept. 8, 1950	Rice, 10,000 metric tons . . . . .	2, 255, 628	2, 255, 628	Do.	
	Sept. 8, 1950	Fresh blood, 518 units . . . . .	19, 475	19, 475	Do.	
	Nov. 29, 1950	Fresh blood, 500 units . . . . .		2, 330, 653	Offer declined.	
Sweden . . . . .	May 14, 1952	Medical supplies . . . . .	48, 326	48, 326	Arrived in Korea.	

<sup>1</sup> Supplies to the value of \$492,428 were shipped by the Mexican Government to Korea of which \$115,607 was intended as a contribution to Palestine relief. This will be subject to adjustment between the Emergency Program and UNRWAFNS.

<sup>2</sup> Tentative value only.

*Unified Command Emergency Relief Program for Korea as of December 31, 1954—Continued*

[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
<b>PART A. MEMBER AND NONMEMBER STATES—continued</b>					
Thailand . . . . .	Sept. 20, 1950	Rice, 40,000 metric tons . . .	\$4,368,000	\$4,368,000	Arrived in Korea.
Turkey . . . . .	Aug. 29, 1950	Vaccines and serums . . . . .	. . . . .	. . . . .	Offer declined by Unified Command owing to transportation difficulties.
United Kingdom of Great Britain and Northern Ireland.	Oct. 19, 1950	Salt, 6,000 long tons . . . . .	139,150	. . . . .	Arrived in Korea.
	Oct. 20, 1950	Sulfa drugs . . . . .	48,791	. . . . .	Do.
	Dec. 22, 1950	Food yeast, 50 long tons . . . .	25,167	. . . . .	Do.
	June 19, 1951	Supplies to the value of £400,000 including:	1,120,000	. . . . .	Do.
		Charcoal, 24,000 piculs . . . . .	. . . . .	. . . . .	Awaiting shipment.
United States of America.		Salt, 8,200 long tons . . . . .	. . . . .	. . . . .	Arrived in Korea.
		Food yeast, 75 tons . . . . .	. . . . .	. . . . .	Do.
		Cotton sheeting . . . . .	. . . . .	. . . . .	Do.
		Medical supplies . . . . .	. . . . .	1,333,108	Do.
		Total contribution to emergency relief from June 25, 1950 to Dec. 31, 1954.	419,419,305	419,419,305	This total includes \$351,162,724 for goods supplied or in process of supply from U. S. Army plus transportation costs of \$60,855,014; U. S. borne transportation for sundry donations, \$1,876,721; ECA relief assistance (exclusive of approximately \$32,000,000 nonrelief ECA economic assistance) \$5-
	Official valuation received on Feb. 4, 1954.				

Venezuela	Oct. 28, 1950 Sept. 14, 1950	Blankets, 70,000 Medical supplies and food-stuffs.	250, 780 80, 842	2, 250, 780 80, 842	Arrived in Korea. Do.
Viet-Nam	Dec. 3, 1952	Rice, 10 tons	1, 943	1, 943	Confirmation of arrival in Korea not yet received from Unified Command.
Total				436, 797, 479	

(2) Offers made to the Negotiating Committee on Contributions to Programs of Relief and Rehabilitation but made available by UNKRA to the Emergency Program

Argentina	Aug. 8, 1951	Corned meats, 13,950 cases	\$500, 000	\$500, 000	Arrived in Korea.
Austria	June 16, 1952	Medical equipment	40, 000	40, 000	Confirmation of arrival in Korea not yet received from Unified Command.
Burma	Feb. 1, 1951	Rice, 400 metric tons	49, 934	49, 934	Arrived in Korea.
Greece	Sept. 25, 1953	Dried milk, 30 tons	9, 333		Awaiting shipment.
	Mar. 5, 1954	Raisins, 15 tons	2, 730	12, 063	Do.
Israel	Feb. 19, 1951	Citrus products	33, 600	33, 600	Arrived in Korea.
Italy	May 15, 1953	Field hospital	1, 280, 000	1, 280, 000	Do.
Liberia	Feb. 23, 1951	Natural rubber	15, 000	15, 000	Do.
Norway	Nov. 28, 1952	Sulphite pulp, 164 tons	26, 477	26, 477	Do.
Switzerland	Dec. 11, 1952	Medical supplies	23, 256	23, 256	Do.
Venezuela	Mar. 11, 1952	Canned fish, footwear, and cotton blankets.	70, 000	70, 000	Confirmation of arrival in Korea not yet received from Unified Command.
Total				2, 050, 330	

*Unified Command Emergency Relief Program for Korea as of December 31, 1954—Continued*

[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
<b>PART A. MEMBER AND NONMEMBER STATES—continued</b>					
<b>(3) Cash contributions offered to the Emergency Program but credited to UNKRA</b>					
Ethiopia . . . . .	Aug. 5, 1950	£14, 286 sterling . . . . .	. . . . .	\$40, 000	Transferred by UNKRA to World Health Organization and expended on medical supplies for Unified Command.
Lebanon . . . . .	July 26, 1950	U. S., \$50,000. . . . .	. . . . .	50, 000	Received.
Paraguay . . . . .	Nov. 3, 1950	U. S., \$10,000 . . . . .	. . . . .	10, 000	Do.
Total . . . . .	. . . . .	. . . . .	. . . . .	100, 000	

Summary of totals, Section (1) . . . . . \$436, 797, 479  
 Section (2) . . . . . 2, 050, 330  
 Section (3) . . . . . 100, 000  
 Grand total (Part A) . . . . . 438, 047, 809

**PART B. NONGOVERNMENTAL ORGANIZATIONS (BY COUNTRY)**

*Australia*

Save the Children Fund.	June 25, 1951	Services of 3 medical and welfare personnel.	. . . . .	. . . . .	1 doctor assigned to work in Korea with KCAC.
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Canada United Church of Canada.	Apr. 19, 1951	Used clothing and shoes, 24,000 lb.	\$24,000	. . . . .	Arrived in Korea.
	Nov. 14, 1951	Used clothing, 30,000 lb . . .	30,000	. . . . .	Do.
	Feb. 4, 1952	Used clothing, 30,000 lb . . .	30,000	. . . . .	Do.
	May 7, 1952	Used clothing, 40,000 lb . . .	40,000	. . . . .	Do.
	July 21, 1952	Used clothing, 40,000 lb . . .	40,000	. . . . .	Do.
	Oct. 27, 1952	Used clothing, 40,000 lb . . .	40,000	. . . . .	Do.
	Dec. 17, 1952	Used clothing, 40,000 lb . . .	40,000	. . . . .	Confirmation of arrival in Korea not yet received from Unified Command.
	Mar. 4, 1953	Used clothing and powdered milk.	38,150	. . . . .	Arrived in Korea.
	May 22, 1953	Used clothing, 40,000 lb . . .	40,000	. . . . .	Do.
	July 27, 1953	Used clothing, 40,000 lb . . .	40,000	. . . . .	Do.
Unitarian Service Committee.	Oct. 7, 1953	Used clothing, 40,000 lb . . .	40,000	. . . . .	Do.
	Nov. 18, 1953	Used clothing, 40,000 lb . . .	40,000	. . . . .	Do.
	Jan. 13, 1954	Used clothing, 40,000 lb . . .	40,000	. . . . .	Do.
	Jan. 29, 1954	Used clothing, 40,000 lb . . .	40,000	. . . . .	Do.
	Mar. 26, 1954	Used clothing, 40,000 lb . . .	40,000	. . . . .	Do.
	May 6, 1954	Used clothing, 40,000 lb . . .	40,000	. . . . .	Do.
	May 19, 1954	Used clothing, 120,000 lb . . .	120,000	. . . . .	Do.
	Dec. 18, 1952	Used clothing, 4,000 lb . . .	4,000	\$722,150	Arrived in Korea.
	Apr. 8, 1953	Pencils and notebooks . . . .	1,530	. . . . .	Part arrived, balance awaiting shipment.
	Apr. 8, 1953	Used clothing and quilts . . .	73,350	. . . . .	Do.
	Aug. 20, 1953	Used clothing, 175,000 lb. (To be shipped during peri- od July 1, 1953, to June 30, 1954).	175,000	. . . . .	Do.

*Unified Command Emergency Relief Program for Korea as of December 31, 1954—Continued*

[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
<b>PART B. NONGOVERNMENTAL ORGANIZATIONS—continued</b>					
Unitarian Service Committee—Con.	Sept. 21, 1953	Barley, 750 tons . . . . .	\$100,000	. . . . .	Confirmation of arrival in Korea not yet received from Unified Command.
		Vocational and recreational equipment.	1,000	. . . . .	Do.
	Apr. 26, 1954	Used clothing, 175,000 lb . .	175,000	. . . . .	Do.
	Dec. 29, 1954	Codfish, 350,000 lb . . . . .	50,000	. . . . .	Do.
	Dec. 29, 1954	Used clothing, 96,000 lb . . .	96,000	\$675,880	Do.
Lutheran World Relief of Canada.	Oct. 23, 1953	Used clothing . . . . .	8,000	8,000	Arrived in Korea.
<i>Colombia</i>					
Commercial firms . .	Mar. 3, 1951 Mar. 19, 1951	Clothing—amount not specified.	500	500	Offer withdrawn owing to transportation difficulties.
<i>Japan</i>					
Japan Canned and Bottled Food Association.	Apr. 27, 1951	Preserved food, 300 cases . .	3,000	. . . . .	Arrived in Korea.
Japanese Catholic Organization Aikikai.	June 17, 1952	Textiles and miscellaneous supplies.	5,400	8,400	Confirmation of arrival in Korea not yet received from Unified Command.



*Unified Command Emergency Relief Program for Korea as of December 31, 1954—Continued*

[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
<b>PART B. NONGOVERNMENTAL ORGANIZATIONS—continued</b>					
<i>United States of America</i>					
American Friends Service Committee.	Nov. 16, 1950	Used clothing, 103,000 lb . .	\$104,000	. . . . .	Arrived in Korea.
		Soap, 5,000 lb . . . . .			
	Jan. 23, 1951	Used clothing, 10 metric tons.	20,000	. . . . .	Do.
	Feb. 14, 1951	Used clothing, 11,000 lb . .	10,000	. . . . .	Do.
	Mar. 12, 1951	Used clothing, 7,500 lb . .	7,500	. . . . .	Do.
	May 28, 1951	Used clothing, 24,233 lb . .	24,233	. . . . .	Do.
	July 12, 1951	Used clothing, 67,500 lb . .	67,500	. . . . .	Do.
	Aug. 28, 1951	Used clothing, 32,500 lb . .	32,500	. . . . .	Do.
	Sept. 11, 1951	Used clothing, 60,860 lb . .	50,860	. . . . .	Do.
		Soap, 3,700 lb . . . . .	370	\$326,963	Do.
	June 30, 1953	3,161 lb. medical supplies . .	25,322	. . . . .	Confirmation of arrival in Korea not yet received from Unified Command.
American-Korean Foundation.	July 21, 1953	2,129 lb. medical supplies . .	8,618	. . . . .	Do.
	Sept. 11, 1953	2,148 lb. medical supplies . .	26,387	. . . . .	Do.
	Nov. 12, 1953	1,110 lb. medical supplies . .	4,200	. . . . .	Do.
	Jan. 19, 1954	Delinted cotton, 120 lb . .	240	. . . . .	Do.
	Jan. 19, 1954	Diathermy machine . . . . .	6,600	. . . . .	Do.
	Feb. 11, 1954	Medical supplies . . . . .	2,606	73,973	Do.

June 13, 1951	Used clothing and shoes, 500,-000 lb.	480, 000	Arrived in Korea.
Oct. 24, 1951	Used clothing and shoes, 3,-868,403 lb.	3, 869, 650	Do.
	Hospital supplies, 1,135 lb . . .		
	Powdered milk, 400 lb . . .		
January 1952	Children's clothing-----	1, 079	Do.
Mar. 3, 1952	Used clothing and shoes, 1,-500,000 lb.	1, 225, 000	Do.
Mar. 13, 1952	Rice, 20,000 lb . . . . .	2, 000	Do.
May 21, 1952	Canned goods, 150 lb . . .	30	Do.
	Children's supplies, 315 lb . .	315	Do.
	Physician's samples, 177 lb. (no commercial value).	.	Do.
Aug. 18, 1952	Used clothing and shoes, 1,-500,000 lb.	1, 225, 000	Do.
	Laundry and toilet soap, 12,-000 lb.	2, 160	Do.
Nov. 10, 1952	Toilet and laundry soap . . .	4, 500	Confirmation of arrival in Korea not yet received from Unified Command.
Nov. 13, 1952	Used clothing and shoes, 1,-500,000 lb.	1, 225, 000	Arrived in Korea.
Jan. 16, 1953	Toilet and laundry soap, 50,-000 lb.	9, 000	Confirmation of arrival in Korea not yet received from Unified Command.
Jan. 22, 1953	Dried fruit, 10,458 lb . . . .	1, 992	Arrived in Korea.
Feb. 25, 1953	Baby food, 1,354 lb . . . .	194	Do.
Mar. 2, 1953	Used clothing and shoes, 2,-400,000 lb.	2, 400, 000	Do.
Mar. 3, 1953	Wearing apparel and miscellaneous supplies, 79,072 lb.	78, 329	Do.

*Unified Command Emergency Relief Program for Korea as of December 31, 1954—Continued*

[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
<b>PART B. NONGOVERNMENTAL ORGANIZATIONS—continued</b>					
American Relief for Korea—Continued	Mar. 6, 1953	Multi-purpose food, 3,069 lb.	\$600	.	Arrived in Korea.
	Apr. 17, 1953	Multi-purpose food, 2,520 lb.	(600)	.	Cancelled.
	June 16, 1953	Food, 5,883 lb . . . . .	1, 200	.	Arrived in Korea.
	July 20, 1953	Used clothing and shoes, 3,- 000,000 lb.	3, 000, 000	.	Do.
	Aug. 12, 1953	Toilet and laundry soap . . .	2, 700	.	Do.
	Aug. 31, 1953	Canned foods . . . . .	578	.	Do.
	Sept. 21, 1953	Toilet and laundry soap . . .	3, 600	.	Do.
	Sept. 22, 1953	Multi-purpose food . . . . .	1, 250	.	Do.
	Dec. 11, 1953	Used clothing and shoes . . .	1, 000, 000	.	Do.
	Dec. 14, 1953	Hard candy . . . . .	810	.	Do.
	Dec. 21, 1953	Food . . . . .	1, 200	.	Do.
	Jan. 27, 1954	Toilet soap, 10,000 lb . . . .	1, 800	.	Do.
	Jan. 28, 1954	Blankets, no value . . . . .	.	.	Do.
	Mar. 11, 1954	Used clothing and shoes . . .	2, 000, 000	.	Do.
	Apr. 14, 1954	Toilet and laundry soap . . .	1, 980	.	Do.
	June 30, 1954	Used clothing . . . . .	1, 000, 000	.	Do.
	July 23, 1954	Canned food . . . . .	188	.	Do.
	Sept. 25, 1950	Used clothing and miscella- neous supplies.	104, 958	\$17, 540, 155	Do.
	Nov. 6, 1950	Vitamin tablets, 1,000,000 . .	5, 500	.	Do.
		Used clothing, 100,000 lb . . .	100, 000	.	Do.
	Jan. 30, 1951	Used clothing, 60,000 lb . . .	60, 000	.	Do.
	Feb. 19, 1951	Used clothing, 12,000 lb . . .	12, 000	.	Do.
Church World Service.					

	Feb. 21, 1951	Used clothing, 40,000 lb . . .	40, 000	.	.	.	Do.
	Apr. 2, 1951	Used clothing, 10,000 lb . . .	10, 000	.	.	.	Do.
	May 18, 1951	Used clothing, 50,000 lb . . .	50, 000	.	.	.	Do.
	Mar. 28, 1952	Hospital supplies (including 1,000,000 vitamin tablets), 6,720 lb.	33, 600	.	.	.	Do.
Committee for Free Asia. Cooperative Agencies to for Remittances to Everywhere, Inc. (CARE).		Food, 54,248 lb . . . . .	14, 595	.	.	.	Do.
		Used clothing, 268,567 lb. . .	268, 567	.	.	.	Do.
		Soap, 2,433 lb . . . . .	243	.	699, 463	.	Do.
	Aug. 8, 1951	Newsprint, 1,000 tons . . . .	150, 000	.	150, 000	.	Do.
		Food and clothing pkg. . . . .	100, 000	.	.	.	Do.
	Sept. 21, 1950	Blankets and textile pkg . . .	154, 294	.	.	.	Do.
	Nov. 20, 1950	Food pkg . . . . .	100, 000	.	.	.	Do.
	Apr. 10, 1951	Food pkg . . . . .	100, 000	.	.	.	Do.
	June 19, 1951	Blanket pkg . . . . .	28, 000	.	.	.	Do.
	July 25, 1951	Food pkg . . . . .	110, 000	.	.	.	Do.
	Aug. 13, 1951	Dress materials, soap, food . .	1, 565	.	.	.	Do.
	Aug. 22, 1951	Food pkg . . . . .	100, 000	.	.	.	Do.
	Oct. 19, 1951	Knitting wool pkg . . . . .	25, 000	.	.	.	Do.
	Dec. 3, 1951	Clothing and blanket pkg . . .	85, 000	.	.	.	Do.
		Food pkg . . . . .	100, 000	.	.	.	Do.
	Jan. 9, 1952	Soap pkg . . . . .	38, 800	.	.	.	Do.
	Jan. 21, 1952	Blankets and underwear . . .	72, 850	.	.	.	Do.
	Feb. 21, 1952	Food pkg . . . . .	100, 000	.	.	.	Do.
	Mar. 10, 1952	Food pkg . . . . .	230, 000	.	.	.	Do.
	Mar. 21, 1952	Cotton pkg. . . . .	10, 031	.	.	.	Do.
	Apr. 25, 1952	Food pkg . . . . .	112, 450	.	.	.	Do.
	May 23, 1952	Knitting wool pkg . . . . .	25, 000	.	.	.	Do.
	July 31, 1952	Cloth, 13,595 lb. . . . .	10, 000	.	.	.	Do.
	Aug. 19, 1952	Food pkg, 14,870 lb. . . . .	74, 350	.	.	.	Do.

*Unified Command Emergency Relief Program for Korea as of December 31, 1954—Continued*

[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
<b>PART B. NONGOVERNMENTAL ORGANIZATIONS—continued</b>					
Cooperative Agencies for Remittances to Everywhere, Inc. (CARE)—Con.	Oct. 6, 1952	Vitamin tablets . . . . .	\$9, 500	. . . . .	Arrived in Korea.
	Oct. 6, 1952	Cotton-wool blankets . . . . .			
		Underwear packages and cloth remnants.	43, 000	. . . . .	Do.
	Oct. 28, 1952	Cotton pkg. . . . .	20, 000	. . . . .	Do.
	Nov. 13, 1952	Food pkg. . . . .	50, 000	. . . . .	Do.
	Mar. 20, 1953	Cotton pkg. . . . .			
		Food pkg. . . . .	142, 170	. . . . .	Do.
		Blanket pkg. . . . .			
		Underwear pkg. . . . .			
	Apr. 10, 1953	Underwear and cotton pkg. . . . .	16, 820	. . . . .	Do.
	May 5, 1953	Underwear, cotton and food pkg.	175, 000	. . . . .	Confirmation of arrival in Korea, not yet received from Unified command.
	May 5, 1952	Laundry soap . . . . .	6, 580	. . . . .	Arrived in Korea.
	June 2, 1953	Knitting wool pkg. . . . .	15, 000	. . . . .	Do.
	July 3, 1953	Knitting wool pkg. . . . .	10, 080	. . . . .	Confirmation of arrival in Korea not yet received from Unified Command.
	Aug. 10, 1953	Food pkg. . . . .	50, 000	. . . . .	Do.
	Sept. 8, 1953	Food pkg. . . . .	100, 000	. . . . .	Do.
	Sept. 21, 1953	Blanket pkg. . . . .	24, 500	. . . . .	Do.
	Oct. 7, 1953	Bulk food pkg. . . . .	10, 000	. . . . .	Do.
		Cotton pkg. . . . .	40, 000	. . . . .	Do.

Friendship Among Children and Youth Around the World, Inc.	Oct. 13, 1953	Food pkg . . . . .	80,000	. . . . .	Do.
	Oct. 15, 1953	Underwear pkg. . . . .	15,000	. . . . .	Do.
	Nov. 2, 1953	Food pkg . . . . .	100,000	. . . . .	Do.
	Nov. 9, 1953	Baby food . . . . .	39,375	. . . . .	Do.
	Nov. 19, 1953	Blankets . . . . .	19,880	. . . . .	Do.
	Dec. 1, 1953	Blankets . . . . .	9,212	. . . . .	Do.
	Dec. 11, 1953	Food pkg . . . . .	60,000	. . . . .	Do.
	Dec. 11, 1953	Cotton pkg . . . . .	25,040	. . . . .	Do.
	Mar. 1, 1954	Dried milk, 80,000 lb . . . . .	12,800	. . . . .	Do.
	Mar. 1, 1954	Knitting wool . . . . .	13,920	. . . . .	Do.
	Mar. 5, 1954	Blankets . . . . .	16,200	. . . . .	Do.
	Mar. 9, 1954	Food packages . . . . .	47,690	. . . . .	Do.
	Mar. 29, 1954	Food packages . . . . .	40,000	. . . . .	Do.
	Apr. 13, 1954	Food packages . . . . .	17,375	. . . . .	Do.
	Apr. 13, 1954	Food packages . . . . .	10,000	. . . . .	Do.
	Nov. 29, 1954	Food packages . . . . .	47,150	. . . . .	Do.
	Nov. 29, 1954	Knitting wool packages . . . . .	20,400	. . . . .	Do.
	Dec. 1, 1954	Cotton packages . . . . .	10,000	\$2,873,672	Do.
	Feb. 26, 1952	Relief parcels, clothing, shoes . . . . .	8,700	. . . . .	Arrived in Korea.
	Dec. 4, 1952	Relief parcels, miscellaneous clothing and school supplies.	12,000	. . . . .	Do.
	Mar. 25, 1953	Relief parcels, miscellaneous clothing and school supplies.	4,000	. . . . .	Do.
General Conference of Seventh-day Ad- ventists.	Jan. 29, 1954	Shoes and used clothing . . . . .	15,000	39,700	Confirmation of arrival in Ko- rea not yet received from Unified Command.
	Apr. 11, 1951	Used clothing, 19,000 lb . . . . .	10,000	10,000	Arrived in Korea.

*Unified Command Emergency Relief Program for Korea as of December 31, 1954—Continued*

[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
PART B. NONGOVERNMENTAL ORGANIZATIONS—continued					
Heifer Project Committee.	Mar. 6, 1952	Hatching eggs, 250,000 . . .	\$17,500	. . . . .	Arrived in Korea; offer originally made to UNKRA, who in turn offered this donation to Unified Command.
Lutheran World Relief.	June 19, 1952	Goats, 100, and pigs, 300 . .	25,000	\$ 42,500	Do.
	Feb. 23, 1951	Used clothing, 44,500 lb. . .	44,550	. . . . .	Arrived in Korea.
	Mar. 26, 1951	Used clothing and soap, 12,851 lb.	12,851	. . . . .	Do.
	Apr. 26, 1951	Used clothing, 200 bales . . .	25,287	. . . . .	Do.
	July 18, 1951	Used clothing, 290 bales . . .	29,000	. . . . .	Do.
Manget Foundation . Meals for Millions . .	Apr. 15, 1952	Used clothing and bedding, 21,750 lb.	21,750	. . . . .	Do.
	May 1, 1952	Used clothing, 60,000 lb. . .	60,000	. . . . .	Do.
	June 19, 1952	Used clothing and bedding . .	14,031	207,469	Do.
	Sept. 26, 1951	Used clothing, 101 bales . . .	9,000	9,000	Do.
	Nov. 16, 1953	Multi-purpose food . . . . .	1,250	. . . . .	Do.
	Jan. 27, 1954	Multi-purpose food . . . . .	2,500	. . . . .	Confirmation of arrival in Korea not yet received from Unified Command.
	Mar. 4, 1954	Multi-purpose food . . . . .	2,500	. . . . .	Do.
	Mar. 29, 1954	Multi-purpose food . . . . .	2,500	. . . . .	Do.
	July 19, 1954	Multi-purpose food . . . . .	2,500	. . . . .	Do.
	Dec. 30, 1954	Multi-purpose food . . . . .	2,500	13,750	Do.

	October 1951	Services of 1 supply officer . . . . .	102, 883	102, 883	102, 883	Services made available for 1 year from October 1951. Arrived in Korea.
Mennonite Central Committee.	Feb. 19, 1951	Used clothing, 102,883 lb . . . . .	102, 883	950	Do.	
Oriental Missionary Society.	Sept. 10, 1951	Medical supplies . . . . .	950		Do.	
Presbyterian Church in the United States.	Dec. 12, 1950	Used clothing, 4,913 lb. . . . .	5, 033		Do.	
Save the Children Federation.	Feb. 16, 1951	Used clothing, 10,011 lb . . . . .	10, 087		Do.	
	Apr. 23, 1951	Used clothing, 13,512 lb . . . . .	13, 610		Do.	
	July 9, 1951	Used clothing, 15,700 lb . . . . .	15, 395		Do.	
	July 20, 1951	School equipment . . . . .	1, 200		Do.	
	Oct. 10, 1951	Used clothing, 15,136 lb . . . . .	15, 115		Do.	
	Oct. 10, 1951	School equipment and gift pkg . . . . .	7, 500		Do.	
	Oct. 22, 1951	Used clothing, 4,826 lb. . . . .	4, 826		Do.	
	Dec. 10, 1951	Used clothing, 9,867 lb . . . . .	9, 867		Do.	
	Jan. 21, 1952	Gift package and tents . . . . .	2, 900		Do.	
	Apr. 28, 1952	School equipment . . . . .	5, 000		Do.	
	Apr. 28, 1952	Used clothing, 10,257 lb . . . . .	10, 326		Do.	
	July 9, 1952	Tents and poles. . . . .	360		Do.	
	Aug. 4, 1952	Layettees . . . . .	900		Do.	
	Feb. 27, 1953	Layettees and school supplies . . . . .	1, 442	103, 561	Confirmation of arrival in Korea not yet received from Unified Command.	
War Relief Services. .	Oct. 17, 1950	Used clothing, soap, medicinal supplies.	290, 749		Arrived in Korea.	
National Catholic Welfare Confer- ence.	Oct. 27, 1950	Services of medical team . . . . .			Offer declined.	
	Nov. 17, 1950	Clothing, shoes, soap . . . . .	99, 739		Arrived in Korea.	
	Nov. 29, 1950	Used clothing, 1,000,000 lb. . . . .	1, 000, 000		Do.	
	Dec. 7, 1950	. . do . . . . .	1, 000, 000		Do.	
	Dec. 7, 1950	Used clothing, 70,000 lb . . . . .	70, 000		Do.	

*Unified Command Emergency Relief Program for Korea as of December 31, 1954—Continued*

[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
<b>PART B. NONGOVERNMENTAL ORGANIZATIONS—continued</b>					
National Catholic Welfare Conference—Continued	Feb. 16, 1951	Medicinals . . . . .	\$2, 600	. . . . .	Arrived in Korea.
	Feb. 12, 1951	Used clothing, 20,000 lb . . .	20, 000	. . . . .	Do.
	Mar. 26, 1951	Dried milk, 1,000,000 lb . . .	125, 000	. . . . .	Do.
	Mar. 26, 1951	Dried eggs, 100,000 lb . . .	40, 000	. . . . .	Do.
	Aug. 30, 1951	Used clothing, 10,000 lb . . .	10, 000	. . . . .	Do.
	Oct. 22, 1951	Used clothing, 950,000 lb . . .	950, 000	. . . . .	Do.
	Feb. 15, 1952	Used clothing, 12,000 lb . . .	12, 000	. . . . .	Do.
	Mar. 12, 1952	Baby foods, 31,844 lb . . .	8, 250	\$3, 628, 338	Do.
<i>Miscellaneous U. S. sources</i>					
Anonymous donors . . . . .	. . . . .	Used clothing, 130,802 lb . . .	130, 802	. . . . .	Do.
	. . . . .	Chaplain's supplies . . . . .	3, 360	. . . . .	Do.
	. . . . .	Canned milk and food . . . . .	250	. . . . .	Do.
	. . . . .	Law books, 1 set . . . . .	600	. . . . .	Do.
Mrs. J. M. Lee, Chicago, Ill.	. . . . .	Used clothing, 1,120 lb . . .	1, 120	. . . . .	Do.
	. . . . .	Used clothing, 756 lb . . . . .	750	. . . . .	Do.
Korean Consul General, San Francisco, Calif.	. . . . .	Rice, 800 lb . . . . .	80	. . . . .	Do.
	. . . . .				
School Children of San Francisco.					

U. S. Naval Hospital, Bethesda, Md.	. . . . .	Medical books, 2 cases . . .	500	. . . . .	Do.
U. S. Third Army . .	. . . . .	Baby clothes and used clothing .	10, 857	. . . . .	Do.
U.S.A.F. 19th Bombardment Wing.	. . . . .	Used clothing, 200 lb . . . .	120	. . . . .	Do.
Special Service Officer, U. S. Army in Pacific.	. . . . .	Used clothing, 16 boxes . . .	1, 120	. . . . .	Do.
Sharp and Dohme, Philadelphia.	. . . . .	"Captivate" bottles . . . .	1, 000	. . . . .	Do.
Religious Denominations Fort Devens, Mass.	. . . . .	Miscellaneous welfare . . . .	1, 000	. . . . .	Do.
U. S. Army Chapels in Alaska.	. . . . .	Food . . . . .	1, 271	. . . . .	Do.
A. William Neal, Chicago, Ill.	. . . . .	Medical library . . . . .	2, 500	. . . . .	Do.
International Junior Chamber of Commerce.	. . . . .	Clothing . . . . .	40, 000	. . . . .	Confirmation of arrival not yet received from Unified Command.
American Legion . .	. . . . .	Clothing . . . . .	8, 900	. . . . .	Do.
Personnel of Fort Hood, Tex.	. . . . .	Clothing . . . . .	800	. . . . .	Do.
Doctors and medical associations.	. . . . .	Medical books and journals .	43, 000	. . . . .	Do.
Engineer Centre, Fort Belvoir, Virginia.	. . . . .	Clothing . . . . .	2, 071	. . . . .	Do.

*Unified Command Emergency Relief Program for Korea as of December 31, 1954—Continued*  
[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
<b>PART B. NONGOVERNMENTAL ORGANIZATIONS—continued</b>					
Dr. Minot & Parke Davis Co.	. . . . .	Medical books and journals .	\$125	. . . . .	Arrived in Korea.
U. S. Army Forces, Antilles & Mil. Dist. Puerto Rico.	. . . . .	Clothing, soap, shoes, school supplies.	700	\$250, 934	Do.
Cash donations . . . . .	. . . . .	. . . . .	. . . . .	3, 068	
<b>Total (Part B) of nongovernmental organizations and miscellaneous . . .</b>				<u>28, 014, 707</u>	
<b>PART C. SPECIALIZED AGENCIES</b>					
International Labor Organization.	Nov. 29, 1950	Services of 2 labor advisers . .	. . . . .	. . . . .	Services made available by ILO until Jan. 1, 1952.
International Refu- gee Organization (operations termi- nated January 31, 1952).	Aug. 3, 1950	Clothing, cloth, thread, kitch- en equipment, sewing ma- chines.	179, 000	. . . . .	Arrived in Korea.
	Aug. 8, 1950	Medical supplies, 2 metric tons.	12, 177	. . . . .	Do.
	Aug. 19, 1950	Services of 5 medical team personnel.	. . . . .	. . . . .	Do.
		Services of 4 medical team personnel.	. . . . .	. . . . .	
		Services of 5 supply officers .		191, 177	

United Nations Educational, Scientific and Cultural Organization. United Nations Children's Fund.	Jan. 31, 1951	\$100,000 for purchase of educational supplies.	100, 000		Do.
				100, 000	
	Sept. 27, 1950	Blankets, 312,020 . . . . .	535, 006	. . . . .	Do.
		Powdered milk, 330,000 lb . . . . .	10, 054	. . . . .	Do.
	Sept. 28, 1950	Soap, 100,000 lb . . . . .	7, 167	. . . . .	Do.
		Medical supplies . . . . .	1, 964	. . . . .	Do.
	Jan. 26, 1951	Clothing . . . . .	200, 000	. . . . .	Do.
	Feb. 1, 1951	Clothing . . . . .	199, 586	. . . . .	Do.
		Freight charges on cod liver oil donated by Iceland.	3, 729	. . . . .	Do.
	July 24, 1951	Cotton cloth, 2,400,000 yd . . . . .	540, 000	. . . . .	Part received, balance under shipment.
	Sept. 1953	Powdered milk and fish liver oil capsules.	603, 000	. . . . .	
		plus freight . . . . .	745, 000	2, 845, 506	
World Health Organization.	Aug. 8, 1950	Services of 10 medical team personnel.			
	Sept. 4, 1950	Services of 3 public health advisers.			
	Nov. 22, 1950	Services of 10 medical team personnel.			
	Total (Part C) of specialized agencies . . . . .			3, 136, 683	

PART D. LEAGUE OF RED CROSS SOCIETIES

League of Red Cross Societies, Geneva.	Nov. 11, 1950	Services of 9 medical teams each of 3 persons.	. . . . .		5 teams made available by Red Cross until Jan. 1, 1952.
				2, 016	
		Tents, blankets, medical supplies, clothing.	. . . . .	. . . . .	Supplied direct to the Korean Red Cross.
	May 7, 1952	Reconditioned clothing, knitting wool.	2, 016	2, 016	Arrived in Korea.

*Unified Command Emergency Relief Program for Korea as of December 31, 1954—Continued*

[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
<b>PART D. LEAGUE OF RED CROSS SOCIETIES—continued</b>					
American Junior Red Cross.	June 8, 1951	Educational gift boxes . . .	\$100, 000	. . . . .	Arrived in Korea.
	July 27, 1951	School chests . . . . .	7, 600	. . . . .	Do.
	Aug. 2, 1951	Children's clothing . . . . .	150, 000	. . . . .	Do.
	Sept. 5, 1951	Educational gift boxes . . . . .	100, 000	. . . . .	Do.
	May 7, 1952	Duplicating machines . . . . .	3, 507	. . . . .	Do.
	July 1, 1952	School chests and educational gift boxes.	210, 000	. . . . .	Do.
	May 6, 1954	Children's clothing, pencils and note books.	88, 010	\$659, 197	Confirmation of arrival in Korea not yet received from Unified Command.
American Red Cross Society. ARC Hawaii Chapter.	Aug. 2, 1951	Layettees and blankets . . . . .	46, 000	. . . . .	Arrived in Korea.
	June 7, 1954	Paper and pencils . . . . .	1, 715	47, 715	Confirmation of arrival in Korea not yet received from Unified Command.
					Arrived in Korea.
Australian Red Cross Society.	July 31, 1951	Medical supplies . . . . .	970	. . . . .	Do.
	Aug. 2, 1951	Used clothing . . . . .	6, 100	. . . . .	Do.
	Mar. 11, 1952	Used clothing . . . . .	2, 000	. . . . .	Do.
	May 7, 1952	Used clothing . . . . .	6, 720	. . . . .	Do.
	May 7, 1952	Used clothing . . . . .	2, 000	. . . . .	Do.
	Oct. 9, 1952	Used clothing . . . . .	4, 256	. . . . .	Do.
	Jan. 9, 1953	Used clothing . . . . .	2, 912	. . . . .	Do.
	Apr. 17, 1953	Used clothing . . . . .	4, 480	29, 438	Do.

British Red Cross Society.	July 31, 1951	Woolen clothing . . . . .	8, 400	8, 400	Do.
Costa Rican Red Cross Society.	Mar. 3, 1951	Used clothing. . . . .	1, 761	1, 761	Do.
Canadian Red Cross Society.	May 7, 1952	Knitting wool . . . . .	2, 240	2, 240	Do.
Danish Red Cross Society.	September 1953	Used clothing . . . . .	20, 000	20, 000	Do.
Greek Red Cross Society.	June 13, 1951	Dried fruits . . . . .	686	686	Do.
Indian Red Cross . .	June 13, 1951	Mepacrine tablets. . . . .	6, 090	. . . . .	Do.
	Aug. 15, 1951	Medical supplies . . . . .	2, 100	8, 190	Do.
Iranian Red Lion and Sun Society.	July 31, 1951	Blankets and clothing . . . .	3, 900	3, 900	Do.
Japan Red Cross Society.	June 19, 1951	Clothing, food, and miscellaneous supplies.	36, 000	. . . . .	Do.
	Jan. 22, 1952	Medical supplies . . . . .	25, 000	61, 000	Do.
New Zealand Red Cross Society.	May 7, 1952	Knitting wool and needles . .	194	194	Do.
Norwegian Red Cross Society.	July 31, 1951	Hospital supplies . . . . .	5, 640	5, 640	Do.
Swedish Red Cross Society.	Aug. 2, 1951	Used clothing . . . . .	90, 000	. . . . .	Do.
	Feb. 28, 1952	Used clothing . . . . .	82, 512	172, 512	Do.
Turkish Red Crescent.	Jan. 10, 1951	Knitting wool and needles . .	898	898	Do.
Total of League of Red Cross Societies . . . . .			1, 023, 787	1, 023, 787	

*Unified Command Emergency Relief Program for Korea as of December 31, 1954—Continued*  
[Expressed in U. S. dollars]

Country	Date of offer	Details of offer	Value	Total	Status
PART D. LEAGUE OF RED CROSS SOCIETIES—continued					
International Red Cross Committee.	Dec. 11, 1952	Medical supplies . . . . .	\$11, 628	\$11, 628	Arrived in Korea.
Total of League of Red Cross Societies (Part D) and International Red Cross Committee.				1, 035, 415	

SUMMARY

Total, Part A. Member and nonmember states . . . . .	\$438, 947, 809
Total, Part B. Nongovernmental Organizations . . . . .	28, 014, 707
Total, Part C. Specialized agencies. . . . .	3, 136, 683
Total, Part D. League of Red Cross Societies and International Red Cross Committee . . . . .	1, 035, 415
Grand total . . . . .	471, 134, 614

# The United Nations Expanded Program of Technical Assistance

## Contributions Pledged and Received as of December 31, 1954

[Calendar year 1954]

Country	Contributions pledged		Dollar equivalent	Contributions received (dollar equivalent)
	Local currency	Amount		
Afghanistan. . . . .	Equivalent of . . . . .		\$10, 000	\$10, 000
Argentina. . . . .	Pesos. . . . .	1, 500, 000	300, 000	300, 000
Australia. . . . .	Equivalent of . . . . .		400, 000	400, 000
Austria. . . . .	Schillings . . . . .	500, 000	19, 231	9, 616
Belgium . . . . .	Equivalent of . . . . .		337, 500	270, 000
Bolivia. . . . .	Bolivianos. . . . .	1, 500, 000	7, 895	7, 895
Brazil . . . . .	Cruzeiros . . . . .	10, 000, 000	540, 541	165, 081
Burma. . . . .	Equivalent of . . . . .		12, 000	12, 000
Byelorussian S.S. R.	Rubles . . . . .	200, 000	50, 000	50, 000
Canada. . . . .	U.S. dollars . . . . .		1, 500, 000	1, 500, 000
Ceylon. . . . .	Equivalent of . . . . .		15, 000	15, 000
Chile. . . . .	Chilean pesos . . . . .	6, 480, 000	58, 909	58, 909
China . . . . .	Equivalent of . . . . .		15, 000	15, 000
Colombia. . . . .	U.S. dollars . . . . .		140, 000	140, 000
Costa Rica . . . . .	U.S. dollars . . . . .		6, 000	6, 000
Czechoslovakia . . . . .	Crowns. . . . .	500, 000	69, 444	69, 444
Denmark. . . . .	Danish kroner. . . . .	3, 000, 000	434, 342	317, 552
Dominican Republic.	U.S. dollars . . . . .		10, 000	10, 000
Ecuador . . . . .	Sucres . . . . .	96, 000	6, 400	205
Egypt . . . . .	Egyptian pounds. . . . .	30, 000	86, 157	86, 157
El Salvador. . . . .	U.S. dollars . . . . .		6, 000	6, 000
Ethiopia . . . . .	Ethiopian dollars. . . . .	50, 000	20, 000	20, 000
Finland. . . . .	Equivalent of . . . . .		10, 000	10, 000
France. . . . .	French francs . . . . .	422, 625, 000	1, 207, 500	1, 207, 500
Germany, Federal Republic of.	German marks. . . . .	625, 000	148, 810	148, 810
Greece. . . . .	Equivalent of . . . . .		5, 000	5, 000
Guatemala . . . . .	U.S. dollars . . . . .		7, 500	2, 500
Haiti. . . . .	U.S. dollars . . . . .		12, 000	12, 000
Honduras. . . . .	U.S. dollars . . . . .		8, 000	
Iceland. . . . .	Icelandic kronur . . . . .	45, 696	2, 806	2, 806
India. . . . .	Equivalent of . . . . .		300, 000	300, 000
Indonesia. . . . .	Rupiahs. . . . .	750, 000	65, 790	65, 790
Iran . . . . .	Equivalent of . . . . .		50, 000	
Iraq. . . . .	Dinars . . . . .	5, 000	14, 002	

*Contributions Pledged and Received as of December 31, 1954—Con.*

[Calendar year 1954]

Country	Contributions pledged		Dollar equivalent	Contributions received (dollar equivalent)
	Local currency	Amount		
Ireland . . . . .	Irish pounds . . .	5,000	14,001	. . . . .
Israel . . . . .	Israeli pounds . . .	50,000	50,000	40,000
Italy . . . . .	Lire . . . . .	60,000,000	96,000	. . . . .
Japan . . . . .	Equivalent of . . . . .		80,000	80,000
Jordan . . . . .	U.S. dollars . . . . .		2,815	2,815
Korea . . . . .	U.S. dollars . . . . .		3,000	3,000
Laos . . . . .	U.S. dollars . . . . .		2,857	2,857
Lebanon . . . . .	Lebanese pounds . . .	15,000	6,846	6,846
Liberia . . . . .	U.S. dollars . . . . .		15,000	15,000
Libya . . . . .	U.S. dollars . . . . .		3,600	3,600
Liechtenstein . . . . .	Swiss francs . . . . .	2,000	467	. . . . .
Luxembourg . . . . .	Equivalent in Belgian francs of U.S. dollars . . . . .		2,500	2,500
Mexico . . . . .	Mexican pesos . . . . .	300,000	34,682	. . . . .
Monaco . . . . .	French francs . . . . .	500,000	1,429	1,429
Netherlands . . . . .	Netherlands guilders . . . . .	2,280,000	600,000	600,000
New Zealand . . . . .	New Zealand pounds . . . . .	45,000	125,593	125,593
Nicaragua . . . . .	Cordobas . . . . .	25,000	5,000	. . . . .
Norway . . . . .	Norwegian kroner . . . . .	700,000	97,998	97,998
Pakistan . . . . .	Pakistan rupees . . . . .	550,000	166,213	166,213
Panama . . . . .	U.S. dollars . . . . .		3,000	3,000
Paraguay . . . . .	U.S. dollars . . . . .		8,000	. . . . .
Peru . . . . .	U.S. dollars . . . . .		12,000	. . . . .
Philippines . . . . .	U.S. dollars . . . . .		55,000	55,000
Poland . . . . .	Zlotys . . . . .	300,000	75,000	75,000
Saudi Arabia . . . . .	U.S. dollars . . . . .		15,000	15,000
Sweden . . . . .	Swedish kronor . . . . .	2,500,000	483,279	483,279
Switzerland . . . . .	Swiss francs . . . . .	1,000,000	233,372	233,372
Syria . . . . .	Syrian pounds . . . . .	25,000	11,410	. . . . .
Thailand . . . . .	Baht . . . . .	500,000	40,000	40,000
Turkey . . . . .	Turkish pounds . . . . .	564,186	201,495	201,495
Ukrainian S. S. R. . . . .	Rubles . . . . .	500,000	125,000	125,000
U. S. S. R. . . . .	Rubles . . . . .	4,000,000	1,000,000	1,000,000
United Kingdom . . . . .	Pounds sterling . . . . .	650,000	1,820,218	1,820,218
United States . . . . .	U.S. dollars . . . . .		13,861,809	13,861,809
Uruguay . . . . .	Equivalent of . . . . .		75,000	. . . . .
Vatican City . . . . .	U.S. dollars . . . . .		2,000	2,000
Venezuela . . . . .	Equivalent of . . . . .		45,000	32,500
Viet-Nam . . . . .	Equivalent of . . . . .		7,500	7,500
Yemen . . . . .	Indian rupees . . . . .	10,000	2,100	2,100
Yugoslavia . . . . .	Equivalent of . . . . .		82,500	82,500
Total . . . . .	. . . . .	. . . . .	25,342,511	24,410,889

## *Contributions Received by UNRWA in Respect to Fiscal Year 1954 Pledges*

### *Government contributions (cash, in kind, and direct aid)<sup>1</sup>*

[As of June 30, 1954]

Australia . . . . .	\$112, 500	Lebanon . . . . .	\$54, 945
Austria . . . . .	700	Luxembourg . . . . .	3, 000
Belgium . . . . .	30, 000	Mexico . . . . .	75, 482
Burma . . . . .	2, 000	Monaco . . . . .	286
Cambodia . . . . .	2, 000	Netherlands . . . . .	25, 000
Canada . . . . .	515, 000	New Zealand . . . . .	140, 000
Egypt . . . . .	219, 858	Norway . . . . .	42, 000
El Salvador . . . . .	500	Pakistan . . . . .	82, 764
France . . . . .	1, 485, 790	Saudi Arabia . . . . .	68, 981
Greece . . . . .	21, 000	Sweden . . . . .	71, 127
Haiti . . . . .	2, 000	Syria . . . . .	284, 595
India . . . . .	1, 818	United Kingdom . . . . .	5, 000, 000
Indonesia . . . . .	60, 000	United States . . . . .	15, 000, 000
Italy . . . . .	26, 800		
Japan . . . . .	10, 000		
Jordan, Hashemite King- dom of . . . . .	445, 161	Subtotal, govern- ments . . . . .	23, 783, 307

### *Contributions in cash and kind from other contributors*

Abu Malluh Hamed Mutwali . . . . .	\$536
American Middle East Relief . . . . .	17, 959
Church World Service . . . . .	15, 400
Gaza and Khan Yunis Municipalities . . . . .	17, 626
Heirs of Said Pasha Shatila . . . . .	554
Lebanese Red Cross . . . . .	623
Minemneh Bohsali . . . . .	894
Near East Christian Council Committee . . . . .	14, 706
Pontifical Mission . . . . .	1, 848
Sheikh Ali Abu Middein and Partners . . . . .	1, 814
Sheikh Freih Mussader . . . . .	1, 538
Syrian Lebanese Mission . . . . .	5, 538
Tyre Municipality . . . . .	769
U.N. Educational, Scientific and Cultural Organization (UNESCO) . . . . .	35, 000
Ureiban Mohamad Jaber . . . . .	536
World Health Organization (WHO) . . . . .	42, 857
Sundry donors of under \$500 each . . . . .	2, 750
Subtotal . . . . .	160, 948

<sup>1</sup> Some of the contributions represent payment of pledges made for fiscal year 1953. In addition, six governments, as of June 30, 1954, had made no payments on their pledges for 1954.

*Direct contributions to refugees by other contributors*

American Friends Service Committee . . . . .	\$15, 573
American Middle East Relief, Inc . . . . .	2, 402
American Presbyterian Mission . . . . .	17, 826
Anglican Bishop, Jerusalem . . . . .	63, 924
Arab Evangelical Episcopal Council, Jerusalem . . . . .	12, 793
Arab National Hospital, Bethlehem . . . . .	5, 718
Arab Women's Union Committee, Nablus . . . . .	9, 008
Bible Society, Beirut . . . . .	1, 590
British Syrian Lebanese Mission . . . . .	11, 784
Canadian Red Cross . . . . .	12, 277
Catholic Union Schools, Amman . . . . .	10, 500
Church World Service, U.S.A . . . . .	22, 924
Congregational Christian Service Committee . . . . .	37, 765
Council of Organizations for Relief Service Overseas, New Zealand . . . . .	936
Daniel and Emily Oliver Orphanage, Lebanon . . . . .	4, 596
Danish Birds' Nest, Jbeil . . . . .	1, 770
Danish Red Cross . . . . .	7, 272
Dar el Awlad, Jerusalem . . . . .	2, 878
Dar el Awlad Orphanage, Lebanon . . . . .	4, 944
Dar el Tifi, Jerusalem . . . . .	22, 381
Dbay Orphanage, Lebanon . . . . .	1, 416
Evangelical Hospital, Nablus . . . . .	5, 608
French Faculty of Medicine . . . . .	1, 584
French Hospital, Bethlehem . . . . .	2, 581
Greek Orthodox Patriarchate, Jerusalem . . . . .	1, 288
Jihad Hospital, Tulkarm . . . . .	1, 260
Joint Christian Committee . . . . .	770
Jordan Red Crescent Society, Amman . . . . .	8, 935
Khoury, Mr. S . . . . .	1, 120
Latin Patriarchate, Jerusalem . . . . .	7, 560
Lebanese Emigrants in U.S.A . . . . .	632
Lebanese Red Cross . . . . .	976
Lutheran World Federation . . . . .	751, 152
Moslem Brethren, Hebron . . . . .	3, 360
Moslem Waqfs, Hebron . . . . .	4, 480
Moslem Waqfs, Jerusalem . . . . .	4, 256
Moslem Waqfs, Lebanon . . . . .	5, 940
Near East Christian Council Committee . . . . .	19, 775
Notre Dame de Sion, Jerusalem . . . . .	5, 331
Ophthalmic Hospital, Jerusalem . . . . .	15, 277
Palestine Permanent Bureau . . . . .	1, 854
Pontifical Mission . . . . .	300, 188
Red Crescent Society . . . . .	6, 882
Save the Children Fund . . . . .	18, 362
Schneller's Orphanage, Lebanon . . . . .	1, 530
Sisters of Charity, Bethany . . . . .	11, 942
Sisters of Nazareth, Amman . . . . .	13, 881
Trappist Convent, Latrun . . . . .	6, 813
United Nations Children's Fund . . . . .	101, 100
War Relief Services . . . . .	75, 230
Women's Auxiliary, UNRWA . . . . .	623

*Direct contributions to refugees by other contributors—Continued*

Women's Voluntary Services, London . . . . .	\$516, 050
YMCA . . . . .	69, 224
YWCA . . . . .	1, 902
Sundry donors giving under \$500 each . . . . .	4, 385
<hr/>	
Subtotal . . . . .	2, 242, 128
Total contributions, all sources . . . . .	26, 186, 383

## *The United Nations System*

### THE UNITED NATIONS

#### *The General Assembly*

The General Assembly is the only principal organ of the United Nations on which all 60 members are represented. These are listed below:

Afghanistan	Ethiopia	Pakistan
Argentina	France	Panama
Australia	Greece	Paraguay
Belgium	Guatemala	Peru
Bolivia	Haiti	Philippines
Brazil	Honduras	Poland
Burma	Iceland	Saudi Arabia
Byelorussian S.S.R.	India	Sweden
Canada	Indonesia	Syria
Chile	Iran	Thailand
China	Iraq	Turkey
Colombia	Israel	Ukrainian S.S.R.
Costa Rica	Lebanon	Union of South Africa
Cuba	Liberia	U.S.S.R.
Czechoslovakia	Luxembourg	United Kingdom
Denmark	Mexico	United States
Dominican Republic	Netherlands	Uruguay
Ecuador	New Zealand	Venezuela
Egypt	Nicaragua	Yemen
El Salvador	Norway	Yugoslavia

The ninth regular session of the General Assembly met from September 21, 1954, to December 17, 1954, in New York.

The Assembly elected Eelco N. van Kleffens (Netherlands) president and the chief delegates of Burma, China, Ecuador, France, the United Kingdom, the U.S.S.R., and the United States as its seven vice presidents. The chairmen of the six main committees were, respectively, Francisco Urrutia (Colombia), Political and Security; Sir Douglas Copland (Australia), Economic and Financial; Jiri Nosek (Czechoslovakia), Social, Humanitarian, and Cultural; Rafik Asha (Syria), Trusteeship (including Non-Self-Governing Territories); Pote Sarasin (Thailand), Administrative and Budgetary; and Francisco V. Garcia Amador (Cuba), Legal. Thor Thors (Iceland) was elected chairman of the *Ad Hoc* Political Committee.

## THE GENERAL ASSEMBLY AND ITS COMMITTEES

GENERAL ASSEMBLY	
MEETS ANNUALLY (AND IN SPECIAL SESSION AT REQUEST OF SECURITY COUNCIL OR OF MAJORITY OF MEMBERS); EACH MEMBER HAS 1 VOTE; ELECTS PRESIDENT, 7 VICE PRESIDENTS	
MAIN COMMITTEES (ALL MEMBERS)	FIRST COMMITTEE POLITICAL AND SECURITY
	SECOND COMMITTEE ECONOMIC AND FINANCIAL
	THIRD COMMITTEE SOCIAL HUMANITARIAN AND CULTURAL
	FOURTH COMMITTEE TRUST TERRITORIES AND NON-SELF-GOVERNING TERRITORIES
	FIFTH COMMITTEE ADMINISTRATIVE AND BUDGETARY
AD HOC POLITICAL COMMITTEE	SIXTH COMMITTEE LEGAL
	AD HOC POLITICAL COMMITTEE
PROCEDURAL	GREENTALS COMMITTEE (9 MEMBERS)
	GENERAL COMMITTEE AND OF THE AD HOC POLITICAL COMMITTEE

STANDING		ADVISORY BODIES			
ADVISORY COMMITTEE ON ADMINISTRATIVE AND BUDGETARY MATTERS (9 INDIVIDUALS)	COMMITTEE ON CONTRIBUTIONS (10 INDIVIDUALS)	BOARD OF ECONOMIC CO-OPERATION (3 INDIVIDUALS)	STAFF PENSIONS (9 INDIVIDUALS)	INVESTMENTS (3 INDIVIDUALS)	ADMINISTRATIVE COMMISSION (7 INDIVIDUALS)

SUBSIDIARY AND AD HOC BODIES									
INTERIM COMMITTEE ON MEMBERSHIP (ALL MEMBERS)	PEACE OBSERVATION COMMISSION (14 MEMBERS)	COLLECTIVE SECURITY COMMISSION (14 MEMBERS)	INTERNATIONAL COMMISSION (12 INDIVIDUALS)	ADDITIONAL MEASURES FOR THE UN-REHABILITATION OF KOREA (7 MEMBERS)	UN COMMISSION FOR THE UN-REHABILITATION OF KOREA (7 MEMBERS)	AGENCY FOR KOREAN RECONSTRUCTION (5 COMMITTEE MEMBERS)	UN CONCILIATION COMMISSION FOR PALESTINE (3 MEMBERS)	DIRECTOR AND ADVISORY COMMISSION FOR UN RELIEF AND WORKS AGENCY FOR THE NEAR EAST (9 COMMISSION MEMBERS)	COMMISSION TO INVESTIGATE WHETHER CONDITIONS EXIST FOR FREE ELECTIONS IN PALESTINE (5 MEMBERS)
	BALKAN SUB-COMMISSION (5 MEMBERS)								
COMMITTEE ON DISARMAMENT (3 MEMBERS)	AD HOC COMMISSION ON DISARMAMENT OF WAR (3 INDIVIDUALS)	UN COMMISSION ON THE RACIAL SITUATION IN THE UNION OF SOUTH AFRICA (3 INDIVIDUALS)	ADVISORY COMMITTEE ON INTERNATIONAL CONFERENCE ON PROHIBITION OF ATOMIC ENERGY (7 MEMBERS)	COMMITTEE ON INFORMATION FROM NON-SELF-GOVERNING TERRITORIES (14 MEMBERS)	COMMITTEE ON SOUTH AFRICA (7 MEMBERS)	UN ADVISORY COMMISSION FOR SOMALILAND (3 MEMBERS)	NEGOTIATING COMMITTEE FOR EXTRA-BUDGETARY FUNDS (9 MEMBERS)	SPECIAL COMMITTEE ON PROCEDURE FOR REVIEW OF APPEALS AND FINAL JUDGMENTS (18 MEMBERS)	SPECIAL COMMITTEE ON AGGRESSION (19 MEMBERS)

*The Security Council*

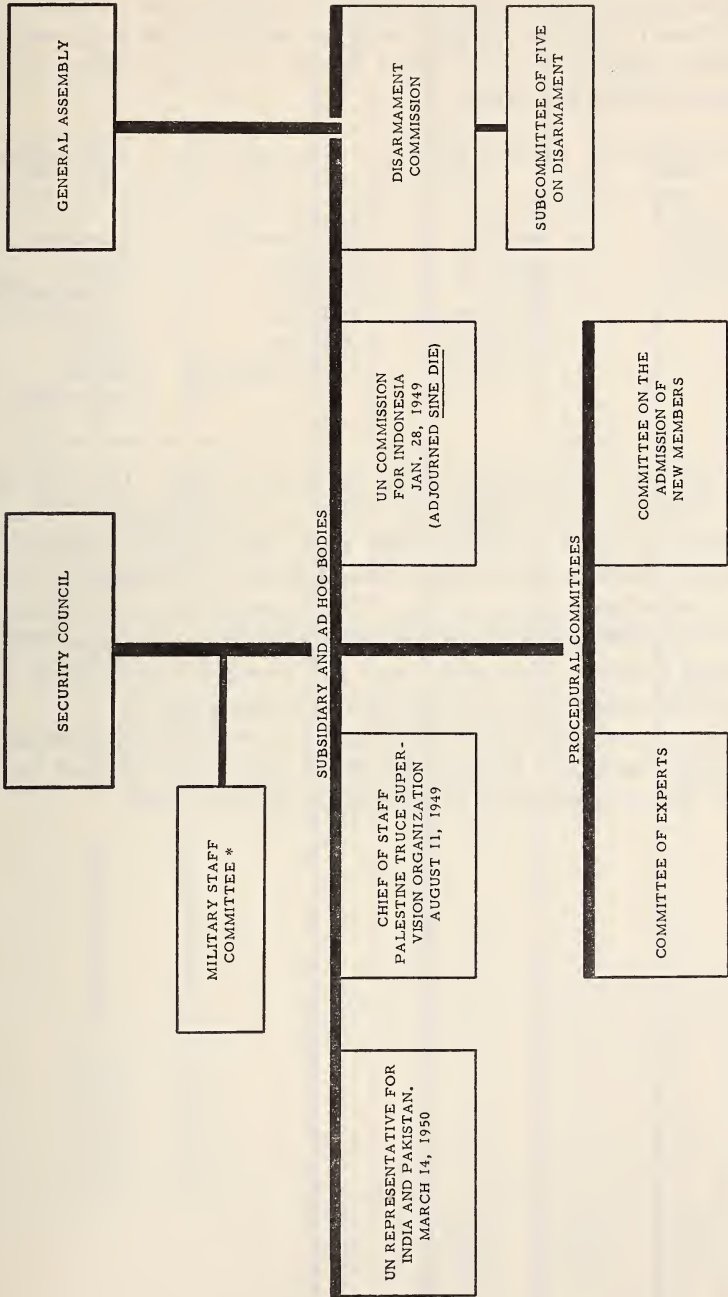
The Security Council consists of 11 members of the United Nations, 5 of which—China, France, the U.S.S.R., the United Kingdom, and the United States—have permanent status. The remaining 6 are elected for 2-year terms by the General Assembly, taking into account article 23 of the charter to the effect that “due regard” shall be paid to the contribution of members to the maintenance of international peace and security and to the other purposes of the United Nations and to equitable geographic distribution. The nonpermanent members are not eligible for immediate reelection.

The membership is as follows:

Permanent members	Nonpermanent members		
	Term expired Dec. 31, 1954	Term expires Dec. 31, 1955	Term expires Dec. 31, 1956
China . . . . .	Colombia . . .	Brazil . . . . .	Belgium
France . . . . .	Denmark . . .	New Zealand . .	Iran
U. S. S. R . . . . .	Lebanon . . .	Turkey . . . . .	Peru
United Kingdom . . .	. . . . .	. . . . .	
United States . . . .	. . . . .	. . . . .	

DECEMBER 1954

STRUCTURE OF THE SECURITY COUNCIL



\*CHIEFS OF STAFF OF THE PERMANENT MEMBERS OF THE SECURITY COUNCIL

*The Economic and Social Council*

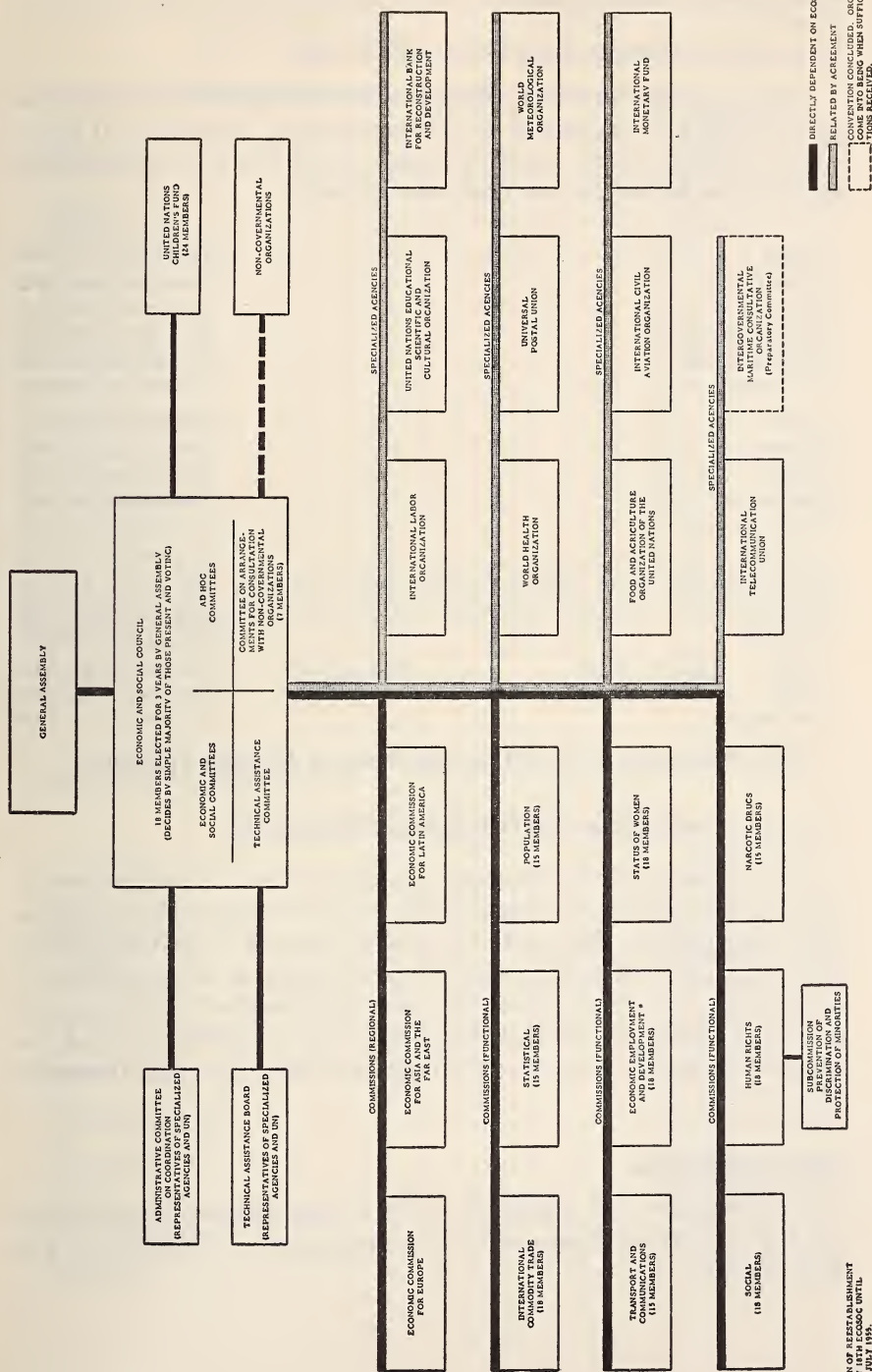
The Economic and Social Council is composed of 18 representative each from 18 member states, 6 countries being elected each year by the General Assembly to serve for a period of 3 years. The Council is composed of the following:

Term expired Dec. 31, 1954	Term expires Dec. 31, 1955	Term expires Dec. 31, 1956	Term expires Dec. 31, 1957
Argentina . . . . .	Australia . . . . .	Czechoslovakia . .	Argentina
Belgium . . . . .	India . . . . .	Ecuador . . . . .	China
China . . . . .	Turkey . . . . .	Norway . . . . .	Dominican Re-
Cuba . . . . .	United States. .	Pakistan. . . . .	public
Egypt . . . . .	Venezuela . . .	U.S.S.R . . . . .	Egypt
France . . . . .	Yugoslavia . .	United Kingdom .	France
			Netherlands

There were two sessions of the Council in 1953. The 17th session was convened at headquarters in New York on March 30 and adjourned on April 30, 1954. The 18th session was convened at the European headquarters of the United Nations in Geneva on June 29 and recessed on August 6, 1954. The representative from Argentina, Ambassador Juan Cooke, was elected president for the year 1954. Sir Douglas Copland (Australia) and Jiri Nosek (Czechoslovakia) were elected first and second vice presidents, respectively.

The resumed part of the 18th session convened on November 5 and 23 and on December 16 to work out the agenda and plan of work for 1955. The 18th session adjourned on December 16, 1954.

# STRUCTURE OF THE ECONOMIC AND SOCIAL COUNCIL



<sup>a</sup> CONSIDERATION OF REESTABLISHMENT POSTPONED BY 18TH ECOSOC UNTIL 40TH ECOSOC, JULY 1995.

**DIRECTLY DEPENDENT ON ECOSOC.**  
**RELATED BY AGREEMENT**  
**CONVENTION CONCLUDED. ORGANIZATIONS COME INTO BEING WHEN SUFFICIENT APPLICATIONS RECEIVED.**

**FUNCTIONAL COMMISSIONS****Commission on International Commodity Trade**

The Economic and Social Council at its 18th session by Resolution 557 (XVIII) F established the Commission on International Commodity Trade. At the resumed session of the Council on November 23, 1954, the following countries were elected:

	Expiration date
Brazil . . . . .	December 31, 1956
Canada . . . . .	December 31, 1956
Poland . . . . .	December 31, 1956
United Kingdom . . . . .	December 31, 1956
United States . . . . .	December 31, 1956
Venezuela . . . . .	December 31, 1956
Egypt . . . . .	December 31, 1957
France . . . . .	December 31, 1957
India . . . . .	December 31, 1957
Pakistan . . . . .	December 31, 1957
Turkey . . . . .	December 31, 1957
U.S.S.R. . . . .	December 31, 1957
Argentina . . . . .	December 31, 1958
Australia . . . . .	December 31, 1958
Belgium . . . . .	December 31, 1958
Chile . . . . .	December 31, 1958
China . . . . .	December 31, 1958
Denmark . . . . .	December 31, 1958

The Commission will hold its first meeting January 17, 1955.

**Economic, Employment and Development Commission**

At its 13th session the Economic and Social Council decided to discontinue the Economic, Employment and Development Commission until December 31, 1954, and to have the functions of the Commission performed by the Council, regional commissions, or *ad hoc* bodies, as appropriate. At the resumed 18th session, December 16, 1954, it was decided to postpone the consideration of the reestablishment of the Commission until the resumed 20th session of the Council in December 1955.

**Fiscal Commission**

By Resolution 557 (XVIII) C, II of the Economic and Social Council, the Fiscal Commission was discontinued. No meeting was held in 1954.

## Transport and Communications Commission

*1953 chairman: Willem L. de Vries, Netherlands*

(There was no meeting of the Commission in 1954)

	Expiration date
India . . . . .	December 31, 1954
Netherlands . . . . .	December 31, 1954
Paraguay . . . . .	December 31, 1954
Poland . . . . .	December 31, 1954
United Kingdom . . . . .	December 31, 1954
China . . . . .	December 31, 1955
Colombia . . . . .	December 31, 1955
France . . . . .	December 31, 1955
Norway . . . . .	December 31, 1955
Pakistan . . . . .	December 31, 1955
Byelorussian S.S.R. . . . .	December 31, 1956
Egypt . . . . .	December 31, 1956
U.S.S.R. . . . .	December 31, 1956
United States . . . . .	December 31, 1956
Venezuela . . . . .	December 31, 1956

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1955, through December 31, 1957:

Chile	Netherlands	United Kingdom
India	Poland	

## Statistical Commission

*1954 chairman: P. C. Mahalanobis, India*

	Expiration date
Australia . . . . .	December 31, 1954
China . . . . .	December 31, 1954
Netherlands . . . . .	December 31, 1954
U.S.S.R. . . . .	December 31, 1954
United States . . . . .	December 31, 1954
Canada . . . . .	December 31, 1955
Cuba . . . . .	December 31, 1955
India . . . . .	December 31, 1955
Iran . . . . .	December 31, 1955
Ukrainian S.S.R. . . . .	December 31, 1955
Denmark . . . . .	December 31, 1956
France . . . . .	December 31, 1956
Panama . . . . .	December 31, 1956
United Kingdom . . . . .	December 31, 1956
Yugoslavia . . . . .	December 31, 1956

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1955, through December 31, 1957:

Australia  
China

Netherlands  
U. S. S. R.

United States

### Population Commission

*1953 chairman: D. Vogelnik, Yugoslavia*

(There was no meeting of the Commission in 1954)

	Expiration date
Indonesia . . . . .	December 31, 1954
Mexico . . . . .	December 31, 1954
U.S.S.R. . . . .	December 31, 1954
United Kingdom . . . . .	December 31, 1954
United States . . . . .	December 31, 1954
China . . . . .	December 31, 1955
France . . . . .	December 31, 1955
Iran . . . . .	December 31, 1955
Sweden . . . . .	December 31, 1955
Ukrainian S.S.R. . . . .	December 31, 1955
Argentina . . . . .	December 31, 1956
Belgium . . . . .	December 31, 1956
Brazil . . . . .	December 31, 1956
Canada . . . . .	December 31, 1956
Syria . . . . .	December 31, 1956

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1955, through December 31, 1957:

Costa Rica  
India

U.S.S.R.  
United Kingdom

United States

### Social Commission

*1953 chairman: R. B. Curry, Canada*

(There was no meeting of the Commission in 1954)

	Expiration date
France . . . . .	December 31, 1954
Greece . . . . .	December 31, 1954
India . . . . .	December 31, 1954
Philippines . . . . .	December 31, 1954
U.S.S.R. . . . .	December 31, 1954
United States . . . . .	December 31, 1954
Argentina . . . . .	December 31, 1955
Brazil . . . . .	December 31, 1955
Czechoslovakia . . . . .	December 31, 1955
Iraq . . . . .	December 31, 1955
Norway . . . . .	December 31, 1955
United Kingdom . . . . .	December 31, 1955

	Expiration date
Australia . . . . .	December 31, 1956
Belgium . . . . .	December 31, 1956
Byelorussian S.S.R. . . . .	December 31, 1956
China . . . . .	December 31, 1956
Israel . . . . .	December 31, 1956
Uruguay . . . . .	December 31, 1956

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1955, through December 31, 1957:

Greece	India	U.S.S.R.
France	Philippines	United States

### Commission on Narcotic Drugs<sup>1</sup>

*1954 chairman: C. Vaillle, France*

Canada	Iran	Turkey
China	Mexico	U.S.S.R.
Egypt	Netherlands	United Kingdom
France	Peru	United States
India	Poland	Yugoslavia

The following five countries were elected by the Economic and Social Council in August 1953 for a 3-year period:

Egypt	Iran	Poland
Greece	Mexico	

### Commission on Human Rights

*1954 chairman: Mahmoud Azmi Bey, Egypt*  
(Reelected)

	Expiration date
Belgium . . . . .	December 31, 1954
China . . . . .	December 31, 1954
Lebanon . . . . .	December 31, 1954
Poland . . . . .	December 31, 1954
United Kingdom . . . . .	December 31, 1954
Uruguay . . . . .	December 31, 1954
Egypt . . . . .	December 31, 1955
France . . . . .	December 31, 1955
India . . . . .	December 31, 1955
Philippines . . . . .	December 31, 1955
Ukrainian S.S.R. . . . .	December 31, 1955
U.S.S.R. . . . .	December 31, 1955

<sup>1</sup> Canada, China, France, India, Peru, Turkey, U. S. S. R., United Kingdom, United States, and Yugoslavia were reelected in August 1949 by the Economic and Social Council for an indefinite period "until such time as they might be replaced by decision of the Council." The other five states were elected for a period of 3 years. The term of office of the members of the Commission begins on the day of the first meeting of the session following their election and ends on the eve of the first meeting of the session following the election of their successors.

	Expiration date
Australia . . . . .	December 31, 1956
Chile . . . . .	December 31, 1956
Greece . . . . .	December 31, 1956
Pakistan . . . . .	December 31, 1956
Turkey . . . . .	December 31, 1956
United States . . . . .	December 31, 1956

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1955, through December 31, 1957:

China	Mexico	Poland
Lebanon	Norway	United Kingdom

### Commission on the Status of Women

*1954 chairman: Señorita Minerva Bernadino, Dominican Republic*

(Reelected)

	Expiration date
Burma . . . . .	December 31, 1954
Byelorussian S. S. R . . . . .	December 31, 1954
Chile . . . . .	December 31, 1954
China . . . . .	December 31, 1954
Iran . . . . .	December 31, 1954
Pakistan . . . . .	December 31, 1954
Haiti . . . . .	December 31, 1955
Lebanon . . . . .	December 31, 1955
U.S.S.R . . . . .	December 31, 1955
United Kingdom . . . . .	December 31, 1955
United States . . . . .	December 31, 1955
Venezuela . . . . .	December 31, 1955
Cuba . . . . .	December 31, 1956
Dominican Republic . . . . .	December 31, 1956
France . . . . .	December 31, 1956
Poland . . . . .	December 31, 1956
Sweden . . . . .	December 31, 1956
Yugoslavia . . . . .	December 31, 1956

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1955, through December 31, 1957:

Argentina	Byelorussian S.S.R.	Indonesia
Australia	China	Pakistan

## REGIONAL COMMISSIONS

## Economic Commission for Europe

*Headquarters: Geneva, Switzerland**1954 chairman: Josef Ullrich, Czechoslovakia*

(Reelected)

Belgium	Iceland	Turkey
Byelorussian S.S.R.	Italy	Ukrainian S.S.R.
Czechoslovakia	Luxembourg	U.S.S.R.
Denmark	Netherlands	United Kingdom
France	Norway	United States
Greece	Poland	Yugoslavia
	Sweden	

Consultative members are:

Albania	Finland	Portugal
Austria	Hungary	Rumania
Bulgaria	Ireland	Switzerland

The Commission held its eighth session at Geneva from March 9, 1954, to March 25, 1954.

## Economic Commission for Latin America

*Headquarters: Santiago, Chile**1954 chairman of the Committee of the Whole: Guillermo del Pedregal, Chile*

Argentina	Ecuador	Nicaragua
Bolivia	El Salvador	Panama
Brazil	France	Paraguay
Chile	Guatemala	Peru
Colombia	Haiti	United Kingdom
Costa Rica	Honduras	United States
Cuba	Mexico	Uruguay
Dominican Republic	Netherlands	Venezuela

The Committee of the Whole met in Santiago, Chile, February 8, 1954, to February 10, 1954.

## Economic Commission for Asia and the Far East

*Headquarters: Bangkok, Thailand**1954 chairman: C. C. Desai, India*

Afghanistan	India	Pakistan
Australia	Indonesia	Philippines
Burma	Japan	Thailand
Cambodia	Korea, Republic of	U.S.S.R.
Ceylon	Laos	United Kingdom
China	Netherlands	United States
France	New Zealand	Viet-Nam

Associate members are:

Hong Kong

Malaya and British  
Borneo

Nepal

The Commission held its 10th session at Kandy, Ceylon, from February 8, 1954, to February 18, 1954.

## UNITED NATIONS CHILDREN'S FUND

Assembly Resolution 802 (VIII) continued the arrangements under Assembly Resolution 417 (V), which established the membership of the Executive Board of the United Nations Children's Fund to consist of the governments of the 18 states represented on the Social Commission and the governments of 8 states, not necessarily members of the United Nations, to be designated by the Economic and Social Council for appropriate terms, with due regard to geographical distribution and to the representation of the major contributing and recipient countries.

There were 3 meetings of the 26-government Executive Board of UNICEF held in 1954. The meetings of the Board on March 1, 3, 5, and 9, September 9 to 17, inclusive, and December 17, 1954, were held at headquarters in New York.

The membership is as follows:

*1954 chairman: A. R. Lindt, Switzerland*

(Reelected)

	Expiration date
Argentina . . . . .	December 31, 1955
Australia . . . . .	December 31, 1956
Belgium . . . . .	December 31, 1956
Brazil . . . . .	December 31, 1955
Byelorussian S.S.R. . . . .	December 31, 1956
Canada . . . . .	December 31, 1955
China . . . . .	December 31, 1956
Czechoslovakia . . . . .	December 31, 1955
Dominican Republic . . . . .	December 31, 1957
Ecuador . . . . .	December 31, 1956
France . . . . .	December 31, 1957
Greece . . . . .	December 31, 1957
India . . . . .	December 31, 1957
Iraq . . . . .	December 31, 1955
Israel . . . . .	December 31, 1956
Italy . . . . .	December 31, 1956
Japan . . . . .	December 31, 1957
Norway . . . . .	December 31, 1955
Pakistan . . . . .	December 31, 1955
Philippines . . . . .	December 31, 1957
Switzerland . . . . .	December 31, 1956
U.S.S.R. . . . .	December 31, 1957
United Kingdom . . . . .	December 31, 1955
United States . . . . .	December 31, 1957
Uruguay . . . . .	December 31, 1956
Yugoslavia . . . . .	December 31, 1955

## UNITED NATIONS KOREAN RECONSTRUCTION AGENCY

The United Nations Korean Reconstruction Agency (UNKRA) was established by a resolution of the General Assembly on December 1, 1950. Its purpose is to assist the Korean people to relieve the suffering and repair the devastation caused by aggression in Korea and to lay the necessary economic foundations for the political unification and independence of the country. From its inception to December 31, 1954, UNKRA had received as voluntary contributions from 30 governments (the United States being the largest contributor) \$124.3 million, substantially all of which had been expended or obligated on the programs approved by the UNKRA Advisory Committee and by the General Assembly. The Advisory Committee of five nations—Canada, India, the United Kingdom, the United States, and Uruguay—serves to advise the Agent General of UNKRA with regard to major financial, procurement, distribution, and other problems pertaining to planning and operations. UNKRA's program, as one part of the overall integrated program of economic assistance to Korea, is coordinated with the U.S. program of economic assistance, the latter program being administered in the field by the Economic Coordinator serving on the staff of the U.N. Command and in Washington by the Foreign Operations Administration.

*The Trusteeship Council*

The Trusteeship Council consists of all U.N. members administering trust territories, the permanent members of the Security Council not administering trust territories, and as many other elected U.N. members not administering trust territories as are required to insure that the total number of members of the Council is equally divided between nations that administer trust territories and those that do not. There are 12 members of the Council. The elected members serve for a term of 3 years. At the eighth session of the General Assembly Haiti and India were elected to replace the Dominican Republic and Thailand, respectively.

## Members Administering Trust Territories

Australia	France	United Kingdom
Belgium	New Zealand	United States

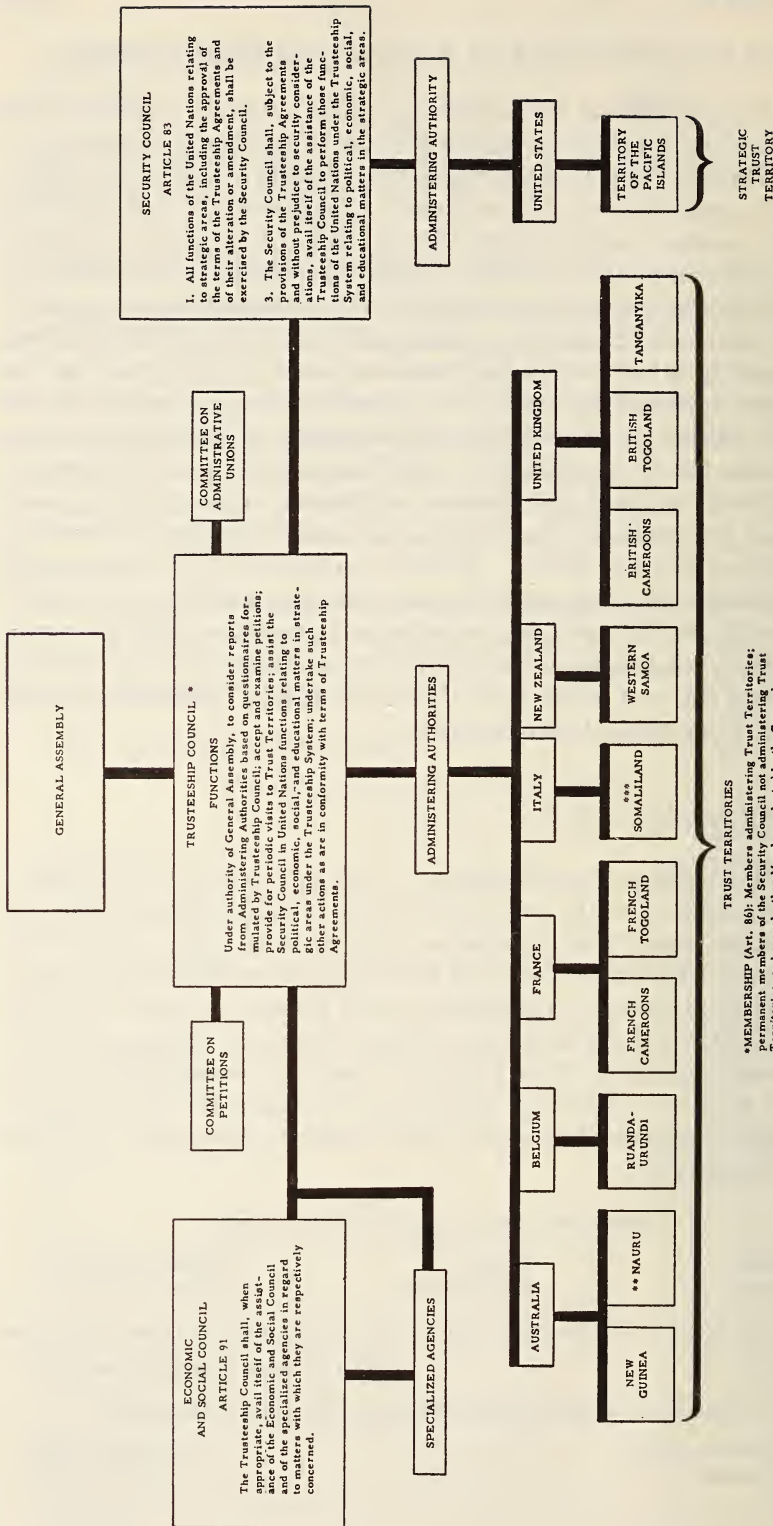
## Permanent Members of Security Council Not Administering Trust Territories

China	Union of Soviet Socialist Republics
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## Members Elected for 3-Year Terms by the General Assembly

El Salvador (1955)	India (1956)
Haiti (1956)	Syria (1955)

# STRUCTURE AND FUNCTIONS OF THE INTERNATIONAL TRUSTEESHIP SYSTEM



## *The International Court of Justice*

The International Court of Justice consists of 15 members elected by the General Assembly and the Security Council, voting independently. The members are elected for 9-year terms. During the ninth session of the General Assembly elections were held to fill the vacancy caused by the death in November 1953 of Sir Benegal Narsing Rau (Indian) and to choose successors for the five judges whose terms of office were to expire on February 5, 1955. Sir Mohamed Zafrullah Khan (Pakistani) was elected for the remainder of the term of Sir Benegal Rau. Jules Basdevant (French) and José G. Guerrero (Salvadoran) were reelected for 9-year terms. Also elected for 9-year terms were Roberto Córdova (Mexican), Hersch Lauterpacht (British), and Lucio M. Moreno Quintana (Argentine).

The members of the Court are as follows:

Judges	Term expires
Enrique C. Armand-Ugón (Uruguayan) . . . . .	1961
Abdel H. Badawi (Egyptian) . . . . .	1958
Jules Basdevant (French) . . . . .	1964
Roberto Córdova (Mexican) . . . . .	1964
José G. Guerrero (Salvadoran) . . . . .	1964
Green H. Hackworth (American) . . . . .	1961
Hsu Mo (Chinese) . . . . .	1958
Helge Klaestad (Norwegian) . . . . .	1961
Feodor I. Kojevnikov (Russian) . . . . .	1961
Hersch Lauterpacht (British) . . . . .	1964
Lucio M. Moreno Quintana (Argentine) . . . . .	1964
John E. Read (Canadian) . . . . .	1958
Bohdan Winiarski (Polish) . . . . .	1958
Sir Mohamed Zafrullah Khan (Pakistani) . . . . .	1961
Milovan Zoričić (Yugoslav) . . . . .	1958

## *The Secretariat of the United Nations*

The Secretariat under article 7 of the charter is a principal organ of the United Nations. It is headed by the Secretary-General, who is the chief administrative officer of the organization. At the second part of the seventh regular session of the General Assembly, Dag Hammarskjöld of Sweden was appointed to succeed Trygve Lie as Secretary-General for a 5-year term. The Secretary-General and his staff provide secretariat services for the other principal organs, except the International Court of Justice, which has its own administrative body at The Hague known as the Registry. Nationals of 66 countries, 56 of them members of the United Nations, are employed in

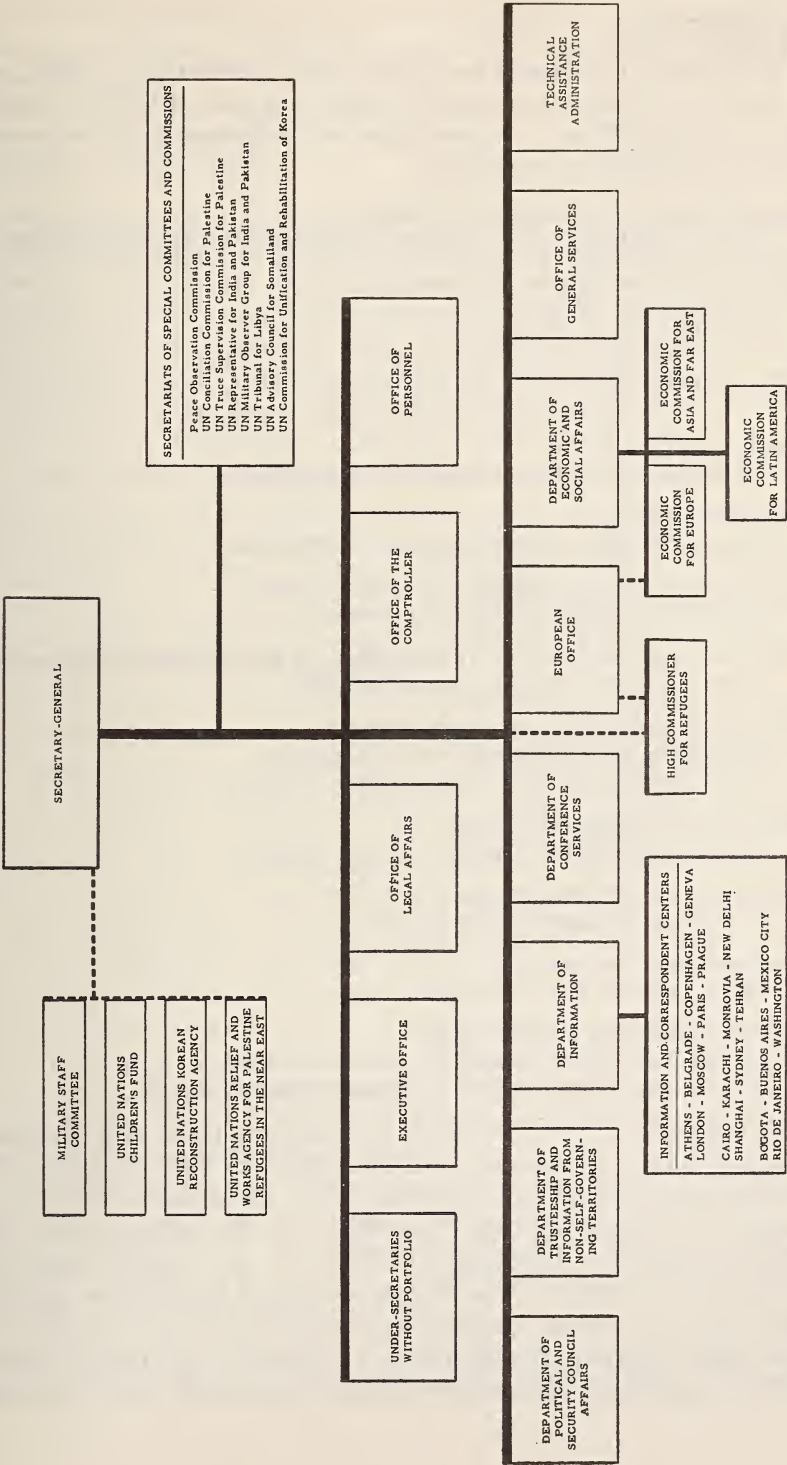
the Secretariat. There were, as of August 31, 1954, 4,222 employees on the staff. The functions of the Secretary-General and the Secretariat are described in general terms in chapter XV of the charter.

The Secretariat serves as executive agent for the other organs; for example, the Secretary-General was requested by the General Assembly to seek in accordance with the Korean Armistice Agreement the release of captured U.N. personnel being detained by Chinese forces. By yet another resolution the Assembly asked the Secretary-General to convene an international conference to explore means of developing peaceful uses of atomic energy through international cooperation. The Secretariat provides services and expert staff for the field missions, such as those in Korea and India-Pakistan and the Trusteeship Council's missions to trust territories. The Secretariat also prepares studies and background material to facilitate the work of the several organs and their subsidiary bodies.

Another important task of the Secretariat is that of servicing meetings of the other principal organs (except the International Court of Justice) and of their subsidiary bodies. This includes provision of physical arrangements, translating, interpreting, preparation of minutes and documentation, publication of official records, and advising chairmen on precedents and parliamentary procedure.

A third responsibility of the Secretariat is the development of arrangements with specialized agencies for the coordination of programs and administrative and financial practices. Finally, the Secretariat is responsible for supplying information to the world on the purposes and daily activities of the United Nations.

THE UNITED NATIONS SECRETARIAT



## ORGANIZATION

The Secretary-General reorganized the Secretariat in 1954, consolidating two departments and transferring some of the functions of others to staff offices. As a result, the main offices at headquarters and their top officials are as follows:

## Executive Office of the Secretary-General

Andrew Cordier (U.S.), Executive Assistant to the Secretary-General

## Under Secretaries Without Portfolio

Ralph Bunche (U.S.)

Ilya Tchernychev (Soviet)

## Office of Legal Affairs

C. A. Stavropoulos (Greek), Legal Counsel

## Office of the Comptroller

Hans Christian Andersen (Danish), Comptroller

## Office of Personnel

J. A. C. Robertson (British), Director of Personnel

## Department of Political and Security Council Affairs

D. Protitch (Yugoslav), Under Secretary

## Department of Trusteeship and Information from Non-Self-Governing Territories

Benjamin Cohen (Chilean), Under Secretary

## Department of Economic and Social Affairs

Philippe De Seynes (French), Under Secretary

W. Martin Hill (British), Deputy Under Secretary

## Department of Public Information

Ahmed Shah Bokhari (Pakistani), Under Secretary

## Department of Conference Services

Victor Hoo (Chinese), Under Secretary

## Office of General Services

David Vaughan (U.S.), Director

## Technical Assistance Administration

Hugh L. Keenleyside (Canadian), Director General

G. Martinez-Cabanas (Mexican), Deputy Director General

In addition to the New York headquarters there is a European headquarters at Geneva, directed by Adriannus Pelt (Dutch). This is also the headquarters for the Economic Commission for Europe, headed by Gunnar Myrdal (Swedish), and the offices of the High Commissioner for Refugees, of which G. van Heuven Goedhart (Dutch) is the chief. The Secretary-General has also set up small field offices to service the Economic Commission for Asia and the Far East (ECAFE), the Economic Commission for Latin America (ECLA), and the 20 information centers required by the Department

of Public Information to carry out its responsibility for insuring that peoples in all parts of the world receive full information about the United Nations.

#### ADVISORY COMMITTEES

The General Assembly exercises control over and gives direction to the administrative processes and financial administration of the Secretariat through its Administrative and Budgetary Committee. In addition it has created numerous expert bodies, the members of which serve on a continuing basis, to assist the Assembly and the Secretary-General in properly discharging their administrative and financial responsibilities. These include the following:

*The Advisory Committee on Administrative and Budgetary Questions*, composed of nine members, examines the budgets of the United Nations and specialized agencies and assists the Administrative and Budgetary Committee of the General Assembly. The nine members are Thanassis Agnides (Greek), André Ganem (French), William O. Hall (U.S.), R. Asha (Syrian), I. V. Chechetkin (Soviet), Carlos Blanco (Cuban), Arthur H. Clough (British), G. R. Kamat (Indian), and Eduardo Carrizosa (Colombian).

*The Committee on Contributions* consists of 10 members who advise the General Assembly concerning the apportionment of expenses of the United Nations among members. The members are René Charon (French), S. M. Burke (Pakistani), Arthur Samuel Lall (Indian), O. Strauch (Brazilian), Jiri Nosek (Czechoslovak), Stuart Arthur Rice (U.S.), Josue Saenz (Mexican), Georgi F. Saksin (Soviet), Arthur H. Clough (British), and K. E. Book (Swedish).

*The Administrative Tribunal*, composed of seven members, hears and passes judgment upon applications alleging nonobservance of contracts of employment or terms of appointment of staff members of the Secretariat of the United Nations. The seven members, only three of whom sit in a particular case, are Mme. Paul Bastid (French), Lord Crook (British), Djalal Abdoh (Iranian), Jacob M. Lashly (U.S.), Omar Loutfi (Egyptian), Arvid Sture Petren (Swedish), and V. M. Perez-Perozo (Venezuelan).

*The Board of Auditors* audits the accounts of the United Nations, the International Court of Justice, and such specialized agencies as may request its services. It is composed of three members serving for 3 years, as follows: Auditor-General of Canada, Auditor-General of Colombia, and Auditor-General of Norway.

*The Investments Committee* advises the Secretary-General concerning the investment of the assets of the Pension Fund and such

other funds on the investment of which the Secretary-General may seek advice. It is composed of Ivar Rooth (Swedish), Leslie R. Rounds (U.S.), and Jacques Rueff (French).

*The Staff Pension Committee* represents the United Nations on the Joint Staff Pension Board and administers, in respect of U.N. employees, the powers delegated by the Board relating to admission of participants and granting of benefits. It is composed of three members elected by the General Assembly, three members appointed by the Secretary-General, and three elected by the participants. The members elected by the General Assembly are R. T. Cristobal (Philippine), T. W. Cutts (Australian), and Francisco A. Forteza (Uruguayan). The alternates elected by the General Assembly are Arthur H. Clough (British), Warren B. Irons (U.S.), Fazlollah Nouredin Kia (Iranian).

## THE SPECIALIZED AGENCIES

### *International Labor Organization*

*Headquarters: Geneva, Switzerland*

*Director General: David A. Morse, United States*

Afghanistan	Ethiopia	Netherlands
Albania	Finland	New Zealand
Argentina	France	Norway
Australia	Germany, Federal	Pakistan
Austria	Republic of	Panama
Belgium	Greece	Peru
Bolivia	Guatemala	Philippines
Brazil	Haiti	Poland
Bulgaria	Honduras	Portugal
Burma	Hungary	Sweden
Byelorussian S. S. R.	Iceland	Switzerland
Canada	India	Syria
Ceylon	Indonesia	Thailand
Chile	Iran	Turkey
China	Iraq	Ukrainian S.S.R.
Colombia	Ireland	Union of South Africa
Costa Rica	Israel	U. S. S. R.
Cuba	Italy	United Kingdom
Czechoslovakia	Japan	United States
Denmark	Lebanon	Uruguay
Dominican Republic	Liberia	Venezuela
Ecuador	Libya	Viet-Nam
Egypt	Luxembourg	Yugoslavia
El Salvador	Mexico	

*Food and Agriculture Organization**Headquarters: Rome, Italy**Director General: P. V. Cardon, United States**Deputy Director General: Sir Herbert Broadley, O. B. E., United Kingdom*

Afghanistan	Greece	Nicaragua
Argentina	Guatemala	Norway
Australia	Haiti	Pakistan
Austria	Honduras	Panama
Belgium	Iceland	Paraguay
Bolivia	India	Peru
Brazil	Indonesia	Philippines
Burma	Iran	Portugal
Cambodia	Iraq	Saudi Arabia
Canada	Ireland	Spain
Ceylon	Israel	Sweden
Chile	Italy	Switzerland
Colombia	Japan	Syria
Costa Rica	Jordan	Thailand
Cuba	Korea	Turkey
Denmark	Laos	Union of South Africa
Dominican Republic	Lebanon	United Kingdom
Ecuador	Liberia	United States
Egypt	Libya	Uruguay
El Salvador	Luxembourg	Venezuela
Ethiopia	Mexico	Viet-Nam
Finland	Nepal	Yemen
France	Netherlands	Yugoslavia
Germany	New Zealand	

*International Bank for Reconstruction and Development**Headquarters: Washington, D. C.**President: Eugene R. Black, United States**Vice President: Robert L. Garner, United States*

The membership is the same as the member states of the International Monetary Fund, below, to which a state is required to belong before it can join the bank.

*International Monetary Fund**Headquarters: Washington, D. C.**Chairman of the Executive Board and Managing Director**Ivar Rooth, Sweden*

Australia	Finland	Netherlands
Austria	France	Nicaragua
Belgium	Germany, Federal	Norway
Bolivia	Republic of	Pakistan
Brazil	Greece	Panama
Burma	Guatemala	Paraguay
Canada	Haiti	Peru
Ceylon	Honduras	Philippines
Chile	Iceland	Sweden
China	India	Syria
Colombia	Indonesia	Thailand
Costa Rica	Iran	Turkey
Cuba	Iraq	Union of South Africa
Czechoslovakia <sup>1</sup>	Israel	United Kingdom
Denmark	Italy	United States
Dominican Republic	Japan	Uruguay
Ecuador	Jordan	Venezuela
Egypt	Lebanon	Yugoslavia
El Salvador	Luxembourg	
Ethiopia	Mexico	

<sup>1</sup> Membership terminated Dec. 31, 1954.*International Civil Aviation Organization**Headquarters: Montreal, Canada**Secretary General: Carl Ljungberg, Sweden*

Afghanistan	France	New Zealand
Argentina	Greece	Nicaragua
Australia	Guatemala	Norway
Austria	Haiti	Pakistan
Belgium	Honduras	Paraguay
Bolivia	Iceland	Peru
Brazil	India	Philippines
Burma	Indonesia	Poland
Canada	Iran	Portugal
Ceylon	Iraq	Spain
Chile	Ireland	Sweden
China	Israel	Switzerland
Colombia	Italy	Syria
Cuba	Japan	Thailand
Czechoslovakia	Jordan	Turkey
Denmark	Korea, Republic of	Union of South Africa
Dominican Republic	Lebanon	United Kingdom
Ecuador	Liberia	United States
Egypt	Libya	Uruguay
El Salvador	Luxembourg	Venezuela
Ethiopia	Mexico	Viet-Nam
Finland	Netherlands	

## *United Nations Educational, Scientific and Cultural Organization*

*Headquarters: Paris, France*

*Director General: Luther Evans, United States*

Afghanistan	Germany, Federal	Netherlands
Argentina	Republic of	New Zealand
Australia	Greece	Nicaragua
Austria	Guatemala	Norway
Belgium	Haiti	Pakistan
Bolivia	Honduras	Panama
Brazil	Hungary	Peru
Burma	India	Philippines
Byelorussian S.S.R.	Indonesia	Poland
Cambodia	Iran	Saudi Arabia
Canada	Iraq	Spain
Ceylon	Israel	Sweden
Chile	Italy	Switzerland
China	Japan	Syria
Colombia	Jordan	Thailand
Costa Rica	Korea, Republic of	Turkey
Cuba	Laos	Ukrainian S. S. R.
Czechoslovakia	Lebanon	Union of South Africa
Denmark	Liberia	U.S.S.R.
Dominican Republic	Libya	United Kingdom
Ecuador	Luxembourg	United States
Egypt	Mexico	Uruguay
El Salvador	Monaco	Venezuela
France	Nepal	Viet-Nam
		Yugoslavia

### *Associate Members*

Gold Coast  
 Jamaica, Trinidad, Grenada, Dominica, and Barbados (as one group)  
 Sarawak, North Borneo, Brunei, Singapore, Federation of Malaya (as one group)  
 Sierra Leone

## *World Health Organization*

*Headquarters: Geneva, Switzerland*

*Director General: Marcolino G. Candau, Brazil*

Afghanistan	Brazil <sup>1</sup>	Chile <sup>1</sup>
Albania <sup>2</sup>	Bulgaria <sup>2</sup>	China
Argentina <sup>1</sup>	Burma	Costa Rica <sup>1</sup>
Australia	Byelorussian S.S.R. <sup>2</sup>	Cuba <sup>1</sup>
Austria	Cambodia	Czechoslovakia <sup>2</sup>
Belgium	Canada	Denmark
Bolivia <sup>1</sup>	Ceylon	Dominican Republic <sup>1</sup>

See footnotes on following page.

Ecuador <sup>1</sup>	Korea	Rumania <sup>2</sup>
Egypt	Laos	Saudi Arabia
El Salvador <sup>1</sup>	Lebanon	Spain
Ethiopia	Liberia	Sudan <sup>2</sup>
Finland	Libya	Sweden
France	Luxembourg	Switzerland
Germany, Federal	Mexico <sup>1</sup>	Syria
Republic of	Monaco	Thailand
Greece	Morocco <sup>3</sup>	Tunisia <sup>2</sup>
Guatemala <sup>1</sup>	Nepal	Turkey
Haiti <sup>1</sup>	Netherlands	Ukrainian S.S.R. <sup>2</sup>
Honduras <sup>1</sup>	New Zealand	Union of South Africa
Hungary <sup>2</sup>	Nicaragua <sup>1</sup>	U.S.S.R. <sup>2</sup>
Iceland	Norway	United Kingdom
India	Pakistan	United States <sup>1</sup>
Indonesia	Panama <sup>1</sup>	Uruguay <sup>1</sup>
Iran	Paraguay <sup>1</sup>	Venezuela <sup>1</sup>
Iraq	Peru <sup>1</sup>	Viet-Nam
Ireland	Philippines	Yemen
Israel	Poland <sup>2</sup>	Yugoslavia
Italy	Portugal	
Japan	Rhodesia and Nyasa-	
Jordan	land, Federation of	

<sup>1</sup> Members of Pan American Sanitary Organization.

<sup>2</sup> States no longer considering themselves members.

<sup>3</sup> Associate member.

## *Universal Postal Union*

*Headquarters: Bern, Switzerland*

*Secretary General: Fritz Hess, Switzerland*

Afghanistan	Cuba	Iran
Albania	Czechoslovakia	Iraq
Algeria	Denmark	Ireland
Argentina	Dominican Republic	Israel
Australia	Ecuador	Italy
Austria	Egypt	Japan
Belgian Congo	El Salvador	Jordan
Belgium	Ethiopia	Korea
Bolivia	Finland	Laos
Brazil	France	Lebanon
Bulgaria	French Overseas Ter-	Liberia
Burma	ritories	Libya
Byelorussian S.S.R.	Greece	Luxembourg
Cambodia	Guatemala	Mexico
Canada	Haiti	Morocco (excluding
Ceylon	Honduras	Spanish Zone)
Chile	Hungary	Morocco (Spanish
China	Iceland	Zone)
Colombia	India	Netherlands
Costa Rica	Indonesia	

Netherlands West Indies and Surinam	San Marino	The whole of the British overseas territories, including the colonies, protectorates, and territories under trusteeship
New Zealand	Saudi Arabia	United States
Nicaragua	Spain	U.S. Territories, including the Trust Territory of the Pacific Islands
Norway	Spanish Colonies	Uruguay
Pakistan	Sweden	Vatican City
Panama	Switzerland	Venezuela
Paraguay	Syria	Viet-Nam
Peru	Thailand	Yemen
Philippines	Tunisia	Yugoslavia
Poland	Turkey	
Portugal	Ukrainian S.S.R.	
Portuguese Territories of East Africa, Asia, and Oceania	Union of South Africa (including South-West Africa)	
Portuguese Territories of West Africa	U.S.S.R.	
Rumania	United Kingdom of Great Britain and Northern Ireland	

### *International Telecommunication Union*

*Headquarters: Geneva, Switzerland*

*Secretary General: Marco Aurelio Andrada, Argentina*<sup>1</sup>

Afghanistan	El Salvador	Liberia
Albania	Ethiopia	Libya
Argentina	Finland	Luxembourg
Australia	France	Mexico
Austria	French Protectorates of Morocco and Tunisia	Monaco
Belgian Congo and Territory of Ruanda-Urundi	Germany, Federal Republic of	Netherlands, Surinam, Netherlands Antilles, New Guinea
Belgium	Greece	New Zealand
Bolivia	Guatemala	Nicaragua
Brazil	Haiti	Norway
Bulgaria	Honduras	Overseas territories of France
Burma	Hungary	Pakistan
Byelorussian S.S.R.	Iceland	Panama
Cambodia	India	Paraguay
Canada	Indonesia	Peru
Ceylon	Iran	Philippines
Chile	Iraq	Poland
China	Ireland	Portugal
Colombia	Israel	Portuguese overseas provinces
Costa Rica	Italy	Rhodesia and Nyasaland, Federation of
Cuba	Japan	Rumania
Czechoslovakia	Jordan	Saudi Arabia
Denmark	Korea	
Dominican Republic	Laos	
Ecuador	Lebanon	
Egypt		

<sup>1</sup> Assumed office Jan. 1, 1954.

Spain	Union of South Africa	ates and territories
Spanish zone of Morocco and the total-ity of Spanish possessions	and Territory of South-West Africa	of
Sweden	U.S.S.R.	United States
Switzerland	United Kingdom of Great Britain and Northern Ireland	United States Territories
Syria	United Kingdom of Great Britain and Northern Ireland,	Uruguay
Thailand	Colonies, protector-	Vatican City
Turkey		Venezuela
Ukrainian S.S.R.		Viet-Nam
		Yemen
		Yugoslavia

#### *Associate Members*

Bermuda—British Caribbean Group  
 British East Africa  
 British West Africa  
 British Malaya—Borneo Group  
 Trust Territory of Somaliland under Italian administration

### *World Meteorological Organization*

*Headquarters: Geneva, Switzerland*

*Acting Secretary General: G. Sivoboda, Switzerland*

Argentina	Dominican Republic	Indochina
Australia	Ecuador	Indonesia <sup>1</sup>
Belgian Congo	Egypt	Iraq
Belgium	Ethiopia	Ireland
Bermuda	Finland	Israel
Bolivia	France	Italy
Brazil	French Cameroons	Japan
British Caribbean Territories	French Equatorial Africa	Lebanon
British Central African Territories	French Oceania	Luxembourg
British Malaya/Borneo Territories	French Somaliland	Madagascar
British West African Territories	French Togoland	Mexico
	French West Africa	Morocco, French Protectorate
	Germany, Federal Republic of	Morocco, Territories of the Spanish Protectorate of
Bulgaria	Greece	Netherlands
Burma	Guatemala	Netherlands Antilles
Byelorussian S.S.R.	Guinea, Spanish Territories of	Netherlands New Guinea
Canada	Haiti	New Caledonia
Ceylon	Hong Kong	New Zealand
China	Hungary	Norway
Cuba	Iceland	Pakistan
Czechoslovakia	India	
Denmark		

<sup>1</sup> Membership for Viet-Nam has been approved and will become effective upon deposit of instrument of ratification; Laos and Cambodia have taken steps toward being admitted to membership.

Paraguay	Rumania	U.S.S.R.
Peru	Spain	United Kingdom of
Philippines	Surinam	Great Britain and
Poland	Sweden	Northern Ireland
Portugal	Switzerland	United States
Portuguese East	Syria	Uruguay
Africa	Thailand	Venezuela
Portuguese West	Tunisia	Yugoslavia
Africa	Turkey	
Rhodesia and Nyasa-	Ukrainian S.S.R.	
land, Federation of	Union of South Africa	

*Intergovernmental Maritime Consultative Organization:  
Preparatory Committee (Formative)<sup>1</sup>*

*Headquarters: Transport and Communications Division  
United Nations Secretariat, New York, N. Y.*

The Preparatory Committee is made up of:

Argentina	France	Norway
Australia	Greece	Sweden
Belgium	India	United Kingdom
Canada	Netherlands	United States

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<sup>1</sup> Imco will come into being when 21 states have ratified the Imco convention. Seventeen ratifications have been received to date at U.N. headquarters from Argentina, Australia, Belgium, Burma, Canada, the Dominican Republic, Egypt, France, Greece, Haiti, Honduras, Ireland, Israel, Mexico, the Netherlands, the United Kingdom, and the United States.

*United States Representation  
in the United Nations  
System*

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MISSIONS

*Mission at the Headquarters of the United Nations*

The United States is represented by a permanent mission at the headquarters of the United Nations in New York. Under the direction of the representative of the United States to the United Nations, the mission carries out the instructions of the President, as transmitted by the Secretary of State, in U.N. bodies at the headquarters of the United Nations. It also serves as the channel of communication between the U.S. Government and the U.N. organs, agencies, and commissions at the headquarters and the delegations of other nations to the United Nations located in New York. It is a base of operations for the U.S. delegation to the General Assembly and to other U.N. organs and agencies when they meet in New York.

The structure, organization, and functions of the U.S. mission to the United Nations have been determined in the main by the following factors:

1. The requirements of the U.N. Charter and the resolutions of the organs of the United Nations, the General Assembly in particular.
2. The provisions of the United Nations Participation Act (Public Law 264, 79th Cong.) as amended by Public Law 341 of the Eighty-first Congress.
3. Executive Order 10108, which superseded Executive Order 9844.
4. Location of the headquarters of the United Nations in the United States and the consequent need for the United States to assume the responsibilities of "host government."
5. The fact that the United States, in consequence of its leadership role in the United Nations, is represented on all organs and virtually all commissions and committees of the United Nations.

The chief of the mission is the U.S. representative to the United Nations, who, by statute, is the U.S. representative in the Security Council. He is assisted by a deputy representative of the United States to the United Nations, who, by statute, is deputy U.S. representative in the Security Council. There is also a second deputy representative in the Security Council. Other principal officers of the mission are the U.S. representatives on the Economic and Social Council and the Trusteeship Council.

During 1954 the chief of the mission served, with the assistance of deputies, as U.S. representative in the following committees and commissions of the General Assembly: The Collective Measures Committee, the Conciliation Commission for Palestine, and the Disarmament Commission.

The main source of policy guidance and strategical direction for the conduct of the U.S. participation in the United Nations is necessarily the Department of State. The mission, however, has a staff consisting of a small number of advisers and a secretariat under an executive director. The advisers assist the U.S. representative in (1) planning the tactical pursuit of U.S. policy objectives in the light of the political and parliamentary situations in U.N. organs and bodies; (2) consultation, negotiation, and liaison with other delegations and the U.N. Secretariat. The secretariat of the mission assists the U.S. representative in (1) the coordination of the above activities; (2) the provision of necessary research, reference, reporting, and communications services; (3) the discharge of the responsibilities of the United States as "host government," in particular those arising from the headquarters agreement between the United States and the United Nations (Public Law 357, 80th Cong.) and the International Organizations Immunities Act (Public Law 291, 79th Cong.), which deal *inter alia* with relations of the United Nations, its officials, and delegation members with Federal, State, and local authorities; and (4) the administration and management of the U.S. mission.

### *Other United States Missions*

In addition to the U.S. mission to the United Nations, the United States during 1954 maintained several special missions in order to participate effectively in the work of certain U.N. bodies that do not have headquarters in the United States.

There was a U.S. representative for International Organizational Affairs and a permanent resident delegation at Geneva. As a part of its responsibilities the delegation was charged with maintaining liaison for the United States with the European Regional Office of the

United Nations, the U.N. Economic Commission for Europe, the International Labor Organization, the World Health Organization, the International Telecommunication Union, and the World Meteorological Organization.

A special U.S. mission, the Office of the U.S. Representative to the Council of the International Civil Aviation Organization, was maintained in Montreal. Liaison was also maintained with the United Nations Educational, Scientific and Cultural Organization (UNESCO) through the American Embassy staff in Paris and with the Advisory Commission of the United Nations Relief and Works Agency for Palestine Refugees in the Near East through a staff officer of the American Embassy in Beirut.

Representation was also maintained on the Advisory Committee to the Agent General of the United Nations Korean Reconstruction Agency.

UNITED STATES REPRESENTATIVES  
TO THE UNITED NATIONS, ITS ORGANS,  
SUBSIDIARY BODIES, AND  
THE SPECIALIZED AGENCIES DURING 1954

United States representative and chief of United States mission to the United Nations

Henry Cabot Lodge, Jr.

Deputy United States representative

James J. Wadsworth

THE GENERAL ASSEMBLY

*Ninth Regular Session, New York, September 21–December 17, 1954*

Representatives<sup>1</sup>

John Foster Dulles, Secretary of State, Chairman of Delegation

Henry Cabot Lodge, Jr.

Sen. H. Alexander Smith

Sen. J. W. Fulbright

C. D. Jackson

Charles H. Mahoney

Alternate representatives<sup>1</sup>

James J. Wadsworth

Mrs. Oswald B. Lord

A. M. Ade Johnson

James P. Nash

Roger W. Straus

*Interim Committee of the General Assembly*

Representative

Henry Cabot Lodge, Jr.

Deputy representative

William O. Hall

*Committee on Information From Non-Self-Governing Territories*

Representative

Mason Sears

Benjamin Gerig, alternate

THE SECURITY COUNCIL

Representative

Henry Cabot Lodge, Jr.

Deputy representatives

James J. Wadsworth

John C. Ross

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<sup>1</sup> At such times as the Secretary of State was in attendance, one of the representatives served as an alternate and one of the alternates served as an adviser to the delegation.

**DISARMAMENT COMMISSION****Representative**

Henry Cabot Lodge, Jr.

Deputy representative and chairman, U.S. Delegation, Subcommittee of Five  
(London, May 1954)

Morehead Patterson

**MILITARY STAFF COMMITTEE****Representatives**

Army: Lt. Gen. Withers Burrell, USA (retired Nov. 30, 1954)

Lt. Gen. Thomas W. Herren, USA (designated Dec. 10, 1954, effective  
Dec. 1, 1954)

Navy: Vice Adm. Arthur D. Struble, USN

Air Force: Lt. Gen. L. W. Johnson, USAF

**Deputy Representatives**

Army: Col. C. Stanton Babcock, USA (resigned Jan. 16, 1954)

Brig. Gen. Donald Dumford, USA (Jan. 17–Sept. 1, 1954)

Col. S. E. Otto, USA (designated Sept. 2, 1954)

Navy: Capt. R. K. Gaines, USN

Air Force: Col. L. H. Rodieck, USAF (retired July 31, 1954)

Col. Forrest G. Allen, USAF (designated Aug. 1, 1954)

**THE ECONOMIC AND SOCIAL COUNCIL****Representative**

Preston Hotchkiss (appointed Jan. 26, 1954)

**Deputy representative**

Walter M. Kotschnig

***Commissions of the Economic and Social Council and United States Representatives***

*Social:* (No meeting in 1954)

*Transport and Communications:* George P. Baker

*Fiscal:* (Discontinued)

*Population:* (No meeting in 1954)

*Status of Women:* Mrs. Lorena B. Hahn

*Economic, Employment and Development Commission* (discontinued until re-  
considered in 1955)

*Statistical:* Stuart A. Rice

*Human Rights:* Mrs. Oswald B. Lord

***Regional Commissions of the Economic and Social Council******Economic Commission for Asia and the Far East***

United States representative (10th session)

Philip K. Crowe

***Economic Commission for Europe***

Winthrop G. Brown, chairman, U. S. Delegation, ninth session

***Economic Commission for Latin America***

United States representatives, Committee of the Whole, Santiago, Feb. 8, 1954

William Sanders

Claude Courand

**THE TRUSTEESHIP COUNCIL**

United States representative

Mason Sears

Deputy representative

Benjamin Gerig

Frank E. Midkiff, special representative (14th session)

**UNITED NATIONS CHILDREN'S FUND<sup>1</sup>**

United States representative, Executive Board

Martha M. Eliot, M.D.

**SPECIAL COMMITTEES AND COMMISSIONS OF THE GENERAL ASSEMBLY***United Nations Collective Measures Committee*

United States representative

James J. Wadsworth

*United Nations Conciliation Commission for Palestine*

United States representative

Henry Cabot Lodge, Jr.

Deputy representatives

John C. Ross (resigned Jan. 12, 1954)

James W. Barco (appointed Feb. 26, 1954)

*United Nations Peace Observation Commission*

United States representative

James J. Wadsworth

*United Nations Relief and Works Agency for Palestine Refugees in the Near East*

United States representative, Advisory Commission

(Vacancy)

*Advisory Committee to the Agent General of the United Nations Korean Reconstruction Agency*

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Deputy representative

Graham R. Hall

**SPECIALIZED AGENCIES OF THE UNITED NATIONS***Food and Agriculture Organization of the United Nations*

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Ralph S. Roberts (20th session)

Alternate United States members

Fred J. Rossiter

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*International Bank for Reconstruction and Development*

United States Governor, Board of Governors

George M. Humphrey

Alternate United States Governor

Samuel C. Waugh

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<sup>1</sup> Formerly United Nations International Children's Emergency Fund.

United States Executive Director

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Alternate United States Executive Director

John S. Hooker

*International Civil Aviation Organization*

United States representative on the Council of ICAO

Harold A. Jones

Alternate United States representatives on the Council of ICAO and United States representative on the Air Navigation Commission

P. DeForrest McKeel

Alternate United States representative on the Council of ICAO and United States representative on the Air Transport Committee

John W. Dregge

*International Labor Organization*

Representative of the Government of the United States to the Governing Body of the International Labor Office

J. Ernest Wilkins

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*International Telecommunication Union*

United States representative, Administrative Council

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*United Nations Educational, Scientific and Cultural Organization*

American member in personal capacity on Executive Board

(elected by General Conference of UNESCO)

John A. Perkins

*Universal Postal Union*

United States representative, Executive Liaison Committee

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*World Health Organization*

United States member, Executive Board

H. van Zile Hyde, M. D.

Alternate United States member, Executive Board

Frederick J. Brady, M. D.

*World Meteorological Organization*

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